

REPORT
OF THE
COMMITTEE ON PANCHAYATI RAJ
1963



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REPORT
OF THE
COMMITTEE ON PANCHAYATI RAJ

1963





KONDAJJI BASAPPA, B.SC., LL.B.,
*Deputy Minister for Co-operation and
Chairman, Committee on Panchayati Raj.*

"VIDHANA SOUDHA,"
Bangalore, dated 25th May 1963.

D.O. No. DRL. 4/CPR/68.

DEAR SHRI HEGDE,

I have very great pleasure in forwarding herewith the
Report of the Committee on Panchayati Raj.

Shri Ramakrishna Hegde.
Minister for Development
and Co-operation,
Government of Mysore,
Vidhana Soudha,
BANGALORE-1.



सत्यमेव जयते

Yours sincerely,

KONDAJJI BASAPPA.

CONTENTS

	<i>Pages.</i>
INTRODUCTION	1—6
CHAPTER.—	
I. Panchayati Raj in Mysore State	6-17
II. Main Problems	17—27
III. Panchayats	27—35
IV. Nyaya Panchayats	35—44
V. Taluk Development Boards—Constitution and Composition.	44—48
VI. Zilla Parishad—Constitution and Composition	48—53
VII. Functions and Duties—	
(1) General	53
(2) Village Panchayats	54—57
(3) Taluk Development Boards	58—68
(4) Zilla Parishad	68—78
VIII. Financial Resources	78—85
IX. Financial Assistance by Government and Accounting Procedure.	85—93
X. Administrative Organisation	93—105
XI. Control, Supervision and Inspection of the Panchayati Raj Bodies.	106—112
XII. Miscellaneous	112—126
ANNEXURE.—	
‘A’ Questionnaire	127—140
‘B’ Statement showing the places visited by the Committee on Panchayati Raj.	141—143
‘C’ Names of persons interviewed by the Committee.	144—145
‘D’ Statement showing the number of seats to be filled in by direct election to the Zilla Parishad in the districts.	146
‘E’ Disciplinary control	147—148
‘F’ Sample study of the Staffing Pattern of the proposed Zilla Parishad and the Taluk Development Board in the Belgaum District.	149—181
‘G’ Powers of Taluk Development and Zilla Parishad for Administrative Sanction.	182—183
SUMMARY OF MAIN RECOMMENDATIONS	184—212

Report of the Committee on Panchayati Raj 1963

INTRODUCTION.

Genesis of the Committee

The Committee on Panchayati Raj was constituted by Government Order No. DRL 99 VAD 62, dated 10th October 1962. The circumstances leading to the appointment of the Committee are set out in brief in the preamble to the said Government Order, which is reproduced below :—

“The Mysore Village Panchayats and Local Boards Act, 1959, came into force on the 1st November, 1959. Under this Act, Village Panchayats and Taluk Development Boards have been constituted and District Development Councils have also been set up. However, representations and suggestions have been made from time to time that the Act be amended with a view to making the Panchayati Raj Institutions more efficient and also self-sufficient, so as to enable them to take up the development programmes to be delegated to them with speed and competence. The Mysore Resources and Economy Committee have also made certain recommendations regarding the Domestic Decentralisation.”

Government, therefore, decided to constitute a Committee to consider all aspects of the matter with a view to making recommendations as to whether any amendments to the laws and rules in force in Mysore State are necessary to make the Panchayati Raj Institutions more efficient and if possible, self-sufficient.

Constitution of the Committee

The composition of the Committee is as follows :—

Chairman :

1. Shri Kondajji Basappa, B.Sc., LL.B., Deputy Minister for Co-operation.

Members :

2. Shri M. R. Patil M.L.A., Hubli.
3. Shri V. Masiyappa, M.L.A., Hiriya.

4. Shri A. R. Badrinarayan, M.L.C., Shimoga.
5. Shri Kollur Mallappa, Ex. M.L.A., and Chairman, Mysore State Woollen Handloom Weavers' Co-operative Society, Bangalore.
6. Shri S. S. Melligeri, Ex. D.L.B. President, Bagalkot, Bijapur District.
7. Shri Kopresha Rao, B.A., LL.B., President, Taluk Board, Deodurg.
8. Shri Nerale Madiah, Ex.-M.L.A., and Member, Taluk Board, Nanjangud.
9. Shri G. V. K. Rao, I.A.S., Divisional Commissioner, Belgaum.
10. Shri N. S. Bharath, Deputy Secretary to Government, Finance Department.

Member-Secretary :

11. Shri S. Ramánathan, I.A.S., Deputy Development Commissioner.

Terms of Reference

The terms of reference of the Committee are as under :—

(1) To examine the recommendations of the Mysore Resources and Economy Committee on the subject of Democratic Decentralisation and after taking into account the recent experience in the neighbouring States of Madras, Andhra Pradesh and Maharashtra, to indicate whether any changes in the law, rules and regulations and the pattern and practice in force in Mysore State are necessary.

(2) To examine the constitution and inter-relationship of the Panchayati Raj Institutions set up under the provisions of Mysore Village Panchayat and Taluk Boards Act, 1959, viz., the Village Panchayats, Taluk Bords and District Development Councils, and to recommend changes, if any, in the constitution and inter-relationship of these institutions.

(3) To suggest fresh taxes that the Local Bodies could be authorised to levy and to suggest fresh fees or higher fees to be charged by them to enable them to meet all their obligations.

(4) To examine the suggestion that a part of the grant made by the State Government to the Local Bodies should, subject to a ceiling, by a matching grant equal to the tax resources raised by the Local Body.

(5) To recommend changes, if any, in the functions—Developmental and civic—entrusted to each of the Local Bodies and the powers to be delegated to them.

(6) To examine and suggest the Plan and Non-plan Schemes of various Development Departments that may be transferred to the Local Bodies for execution and the resources to be transferred therefor.

(7) To examine and indicate the extent of control of Government over the Local Bodies.

(8) To examine and indicate the safeguards, if any, necessary to ensure that the interests of the weaker sections of the community are protected.

(9) To indicate the powers that may be properly delegated to officers appointed on the staff working under the Statutory Bodies.

(10) To examine the existing set up for supervision and control over the Local Bodies at the State, Divisional and District levels, and to recommend whether any alterations are necessary in view of the recommendations made by the Committee.

(11) To examine and suggest whether any special measures are necessary to ensure that the tempo of development is maintained in the Stage II Blocks and also in the post Stage II Blocks and whether any change in the staffing pattern of the Development Blocks is necessary.

(12) To make such other recommendations as are considered essential to ensure a proper and efficient discharge of responsibilities entrusted to the statutory Local Bodies.

Procedure for Committee's Work

During the first meeting of the Committee, it was decided to issue a questionnaire (Kannada-cum-English) on 47 items, for ascertaining the trends of public opinion in the State on several aspects covered by the terms of reference. The copies of the Questionnaire were sent to all the District Development Councils, the Taluk Development Boards, one Panchayat in each Taluk, Members of the State Legislature, Members of Parliament from Mysore, ex-Ministers and other individuals. Out of 815 copies of questionnaire issued, replies have been received only from 297. An analysis of the replies received to the questionnaire has revealed that most of the individuals and institutions are in favour of grant of more powers, functions and

finances to the Panchayati Raj Bodies. Annexure 'A' gives the questionnaire in extenso.

Tours of the Committee

As the Committee considered it useful to study the working of the Panchayati Raj Institutions in Mysore State and in the neighbouring States of Andhra Pradesh, Madras and Maharashtra, it decided to tour in certain selected districts of the States and visit, as far as possible, two Panchayats, two Taluk Development Boards/Panchayat Samithis and two District Development Councils/Zilla Parishads.

The Committee had also discussions with the Ministers concerned, the Development Commissioners, Secretaries to Government of the concerned Departments, a few Heads of Departments and other officers in the States of Madras, Maharashtra and Andhra Pradesh.

Annexure 'B' mentions the names of Panchayats, Taluk Development Boards/Panchayat Samithis and the District Development Councils/Zilla Parishads visited by us.

The Committee also interviewed the Divisional Commissioners, a few Deputy Commissioners of Districts, Heads of Development Departments and Heads of other Bodies to ascertain their views on the various aspects pertaining to Panchayati Raj. The Committee also had the benefit of the views of some of the members of the State Legislature. Annexure 'C' mentions the names of those with whom the Committee had discussions.

At a later stage, the Member-Secretary was deputed on a fact-finding tour to Kolhapur District in the Maharashtra State. The Member-Secretary had discussions with the President, Vice-President, Chairmen of various Committees and officials of the Kolhapur Zilla Parishad and also visited the Panchayat Samithis of Karvir and Shirol Blocks.

Before the report was finalised, the Chairman and Member-Secretary discussed at New Delhi the various aspects of Panchayati Raj Programme with Shri S. K. Dey, Union Minister

for Community Development, Panchayati Raj and Co-operation, Shri B. S. Murthy, Union Deputy Minister for Community Development, Shri S. Chakravarthi, I.C.S., Additional Secretary, Ministry of Community Development and had the benefit of their valuable suggestions. The Committee expresses its grateful thanks to them.

Sittings of the Committee

The Committee held in all 18 sittings at Bangalore. The structure of the existing local bodies, their finances, resources, establishment—technical as well as non-technical and the extent to which they were able to perform their functions were studied.

The Committee was required to submit its report to Government within a period of three months. As the Committee required more time for its deliberations, Government was kind enough to extend its period for a further period till 31st May 1963.

The draft report of the Committee was considered and finalised at its meeting on 18th May 1963.

The Committee wishes to place on record their gratitude to the Ministers, Development Commissioners and other Officers in the States of Andhra Pradesh, Maharashtra and Madras for the valuable suggestions given by them in the course of the Committee's discussions with them and for the arrangements made for the tour of the Committee in their respective States.

We are grateful to the Legislators, Divisional Commissioners, Deputy Commissioners, Heads of Departments, Heads of other Bodies, Presidents of Taluk Development Boards, Panchayat Chairmen and other individuals, institutions and associations who evinced keen interest in the work of the Committee and furnished us with valuable information, advice and suggestions.

The Committee's staff consisting of Shriyuths K. Padmanabha Rao, K. R. Krishna Murthy, Stenographers and M. Sherfuddin Assistant, worked efficiently and diligently throughout. We wish to record our appreciation of their work.

Shri S. Ramanathan, I.A.S., Member-Secretary, in addition to his own duties as Deputy Development Commissioner, from beginning to end, attended to every detail with great care to make the task of the Committee easy. During his association with the Committee he gave ample proof of his initiative and organising ability and also made useful contribution to the Committee's deliberations. We record our sense of appreciation of the services rendered by him.

CHAPTER I

PANCHAYATI RAJ IN MYSORE STATE

Background

1.1. The system of 'Democratic Decentralisation' better known as 'Panchayati Raj', was introduced in Mysore State on 1st November 1959 after the enactment of the Mysore Village Panchayat and Local Boards Act, 1959, (Mysore Act No. 10 of 1959). Panchayati Raj was formally inaugurated by the President, Dr. Rajendra Prasad, on 21st December, 1960. All over India, the system of Panchayati Raj represents a new phase into which the Community Development Programme has entered. It is almost the direct result of the recommendations of the Balwant Rai Mehta Study Team on Plan Projects whose reports was issued in 1957. That Committee felt that the key to the problem of evoking popular enthusiasm and exciting local initiative in the field of Community Development Programme was "to discover a representative and democratic institution which will supply the local interest, supervision and the care to ensure that expenditure of money on local objects conforms to the needs and wishes of the locality, invest it with adequate power and assign to it appropriate finances." The Community Development Programme prepared the ground work, as it were, for the introduction of a genuine system of local institutions with adequate scope and autonomy for their functioning.

1.2. The Mysore Act bears the imprint of the recommendations of two previous Committees appointed by the Government of

Mysore, one of which reported even before the advent of Community Development Programme. The Integration and Co-ordination Committee for Local Bodies, known as Venkatappa Committee, submitted its report on 12th June 1950, and the Local Boards Enquiry Committee known as Chandrasekhariah Committee submitted its report on 28th August 1954. The terms of reference of Venkatappa Committee included an examination of an integrated structure of local institutions with a statutory basis, fullest measure of autonomy in local administration and its collaboration with several development departments in order to accelerate and expedite execution of development plans. It is reported not only in the background of the experience gained in the sphere of rural development but also the keen desire manifested in local areas for the suitable opportunities for the exercise of initiative, experience and public spirit so abundantly available in the country. This Committee recommended a two tier system of local self-government consisting of elected and viable Village Panchayats and District Boards indirectly elected by electoral College consisting of members of directly elected Panchayats. On the recommendations of the Committee which was accepted both by the Executive and Legislature, the Mysore Village Panchayats and Districts Boards Act, 1952 (Act IV of 1952) was passed. But, before this act could be implemented, doubts were expressed about the desirability of having an indirect system of elections. A controversy developed. Abolition of District Boards and as an alternative, constitutions of Taluk Boards was suggested and as the opinion was again divided the Chandrasekhariah Committee was appointed. This Committee recommended a three tier system of local institutions with the constitution of the District Boards as well as Taluk Boards and Village Panchayats. According to the recommendations of that Committee, two thirds of the members of Taluk Boards were to be directly elected and one-third reserved for representation of Village Panchayats and Town Municipal Councils in that Taluka. The District Boards were to consist of members directly elected by and from amongst the members of the Taluk Boards. The report contemplated both District Boards and Taluk Boards as executive authorities and tried to demarcate their functions so as to prevent conflict and overlapping.

Brief History

1.3. It would be pertinent to narrate, in brief, the historical background in different areas of the new State. The position as it existed in Belgaum Division (ex-Bombay area) before the emergence of the new State of Mysore was one as defined in the Bombay Act 23 of 1938, under which Taluk Boards were abolished partly because, they were not useful in practice and partly with the object of strengthening the Village Panchayats. The District Boards were made truly representative by dispensing with nominations. The peculiar feature in the area was the simultaneous existence of the District School Boards which arose out of the association of local bodies with Primary Education. This Act was amended by successive legislations particularly by the Bombay Primary Education Act of 1947. These District School Boards consisted of some members nominated by the State Government, a few elected by the Municipalities and the rest elected by the District Local Boards from amongst its own members. The position of the Village Panchayats in the Bombay Karnataka area was governed by the Village Panchayats (Amendment) Act, 1939 under which, elected Village Panchayats were constituted. The amendment in 1947 gave 15 per cent of the Land Revenue to them.

1.4. In Hyderabad Karnatak area, although the Hyderabad District Board Act of 1941 provided for Boards which were mainly to be elected and the Hyderabad District Board Act 1955, extended the franchise, no elected bodies were actually functioning and nominated bodies under the chairmanship of Collector (Deputy Commissioner) continued to function. The Panchayats were governed by the Hyderabad Gram Panchayats Act, 1956. Its progressive features included entirely elected composition of Panchayats, constitution of Gram Sabhas and assignment to Village Panchayats of enlarged functions and increased finances with 15 per cent of the local cess and Land Revenue and an assessment of two annas per rupee of Land Revenue with Government sanction. However, all villages were not covered with Panchayats.

1.5. In the Ex-Madras area of the State, Village Panchayats constituted under the Madras Village Panchayats Act, 1950 (No. X of 1950) were in existence. District Boards were constituted

in pursuance of the Madras District Boards Act, 1920 (No. XIV of 1920) as amended from time to time. But, by the Madras District Boards Amendment Act of 1952 (No. VII of 1952), its term, which had been previously brought upto 1st December 1952, was further extended to 1st July, 1953. Another amending Act of 1953 (No. V of 1953) empowered the Government of Madras to appoint Special Officers to exercise the functions and powers of District Boards and their Presidents from 1st July 1953, and also to hold elections for the several District Boards so that the newly elected members might come into office not later than 1st March 1954. While this position was continuing, the area covered by the seven Taluks of the Bellary District merged in the erstwhile Mysore State and then with a view to follow a common policy in respect of all the District Boards in the erstwhile Mysore State, the Madras Act 1953 (No. V of 1953) was amended by the Mysore Act (No. II of 1954) so as to provide for the continuance of the Special Officer already appointed there, till such date as the State Government might, by notification in the official gazette, fix. In South Kanara District, in pursuance of the Amending Act of 1953, the Special Officer was appointed and this position obtained there till the new Act of 1959 came into force. So far as Panchayats are concerned, both in Bellary and South Kanara Districts they continued to function under the Madras Village Panchayats Act, 1950.

1.6. In the Coorg District, which was formerly a centrally administered Part 'C' State, in 1956, the Coorg Panchayat Raj Act was passed. As the reorganisation of States was impending this Act was not brought into force and the provisions of the Coorg Village Panchayats Act 1926, continued to be in force till the enactment of the Mysore Village Panchayats and Local Boards Act, 1959. There were no Taluk Development Boards in Coorg District at any time. The District Board which was established in the year 1901, worked for over 50 years until it was abolished in 1953. There were only three Village Panchayats functioning in Coorg District.

Constitution of Village Panchayats

1.7. It is desirable to mention in brief the salient features of the Panchayati Raj envisaged in the Mysore Village Panchayats and Taluk Boards Act, 1959. The basic institution, viz.,

the Village Panchayat is for a revenue village or for a group of revenue villages having a population of not less than 1,500, but not more than 10,000. A village having a population of not less than 5,000 and an annual income estimated at not less than Rs. 10,000 may be declared by the Government by notification to be a Panchayat Town. A Panchayat shall consist of not less than 11 and not more than 19 members. Seats are reserved for the representatives of Scheduled Castes and Women. The reservation for the latter is to be not less than 2. The members are elected from the constituencies into which the area within the jurisdiction of the Village Panchayat is divided. There is also a provision in the Act for a meeting of the entire adult population of the village. Such a meeting has to be convened by the Panchayat and the statement of accounts together with the report on administration of the preceding year and programme of work for the following year shall be read out and explained.

Constitution of Taluk Development Boards

1.8. The Taluk Boards are established for every taluk with members directly elected by ballot with a strength of 15 seats for taluks with a population of less than one lakh and 19 seats for a population of one lakh and above. As in the case of Panchayats, seats are reserved for Scheduled Castes and Women. Besides the elected members, the members of the Legislative Assembly whose constituencies lie within the Taluk and Members of the State Legislative Council ordinarily resident in the Taluk are entitled to take part in the proceedings of and vote at the meetings of the Taluk Development Board.

Constitution of the District Development Councils

1.9. The District Development Council consists of :—

- (i) The Deputy Commissioner of the District ;
- (ii) Members of the House of the People and the State Legislative Assembly and the State Legislative Council, representing a part or whole of a district whose constituencies, lie within the district ;
- (iii) Members of the Council of States and the State Legislative Council, not elected from territorial constituencies, ordinarily resident in the district ;

(iv) The Presidents for the time being of the Taluk Boards in the District ;

(v) Such officers of Government working in the district not exceeding fifteen in number as may be nominated by Government to be members ; and

(vi) A member of the Scheduled Castes nominated by the Government ; and

(vii) A woman nonninated by the Government.

The Deputy Commissioner of the District shall be the *ex-officio* President of the District Development Council.

Functions of the Village Panchayats

1.10. The functions of Village Panchayats and Taluk Development Boards are listed at length in the Act itself. The Act categories them into obligatory and discretionary functions.

1.11. The functions of Panchayats comprise the construction, repair and maintenance of village roads, drains, bunds and bridges, public wells, ponds and tanks and supply of water for domestic use and for cattle ; lighting of the village ; sanitation and conservancy ; regulation of buildings ; shows, shops and eating houses ; maintenance of public buildings, grazing lands and forest lands vesting in or under the control of Panchayats establishment and maintenance of cattle ponds ; allotment of places for storing manure and laying out village extensions and promotion of economic conditions with special reference to agriculture—these are the obligatory duties and in addition, discretionary duties are vested in the Panchayats in the spheres of co-operation, establishment and maintenance of dispensaries, maternity homes and child welfare centres ; promotion and encouragement of cottage industries, etc. In addition, Government may vest in the Panchayat important functions such as the distribution of irrigation water, the management and maintenance of forests adjacent to the village, management of waste lands, pasture lands and vacant lands belonging to Government ; the collection of land revenue and the maintenance of records as are connected therewith, management and cultivation of common lands the management of which is assumed by Government and the lands which the owners thereof are unable to cultivate.

Functions of the Taluk Development Boards

1.12. The functions of the Taluk Development Boards comprise construction, repair and maintenance of public roads and Government Primary School Buildings; management of minor irrigation works which provide irrigation facilities for an area not exceeding 10 acres of land; establishment, maintenance and inspection of hospitals, dispensaries, veterinary hospitals, markets, Traveller's Bungalows and other public institutions; control of public health and sanitation; promotion of vaccination; organisation of conferences, training centres, agricultural and industrial exhibitions for the benefit of the rural areas; spread and encouragement of social, education and regulation of fairs and festivals. In every taluk in which Community Development Block is established, it shall be the duty of the Taluk Board to supervise and control the activities relating to the administration of such block in accordance with such general or special orders made by Government in this behalf.

Functions of the District Development Councils

1.13. District Development Councils are authorities with nominated and *ex-officio* membership. Its functions include the scrutiny and approval of the budget of the Taluk Development Boards, reviewing their work, affording guidance or assistance to them, co-ordinating their work. The District Development Council shall perform any other duties that may be entrusted by Government relating to the work of the Taluk Boards.

Finances—Village Panchayats

1.14. The finances provided to the Panchayats to perform their functions are the obligatory levy of a tax on (a) buildings, (b) professions, trades, calls and employments and (c) a tax on places where the trade or business is carried on for purpose of profit. The discretionary taxes or fees include a tax on fairs, festivals and entertainments, a fee on cart-stands, a fee on bus-stands, a tax on vehicles other than motor vehicles, a fee on markets, and a fee for supply of water from water works vesting in the Panchayat. In addition, 30 per cent of the land revenue collected in the jurisdiction of the Panchayats and other 5 per cent of the State's land revenue are also distributable to the

Panchayats. This 5 per cent grant is given for specific purposes and is intended mainly for helping the Panchayats with poor incomes. The Town Panchayats are also enabled to levy an octroi duty on the articles brought into the village for consumption or sale. The Panchayat can also supplement its income by the management of the land, forest, etc., that are entrusted to it by Government.

Finances—Taluk Development Boards

1.15. The Taluk Development Boards will get 20 per cent of the land revenue collected within the taluk. Five per cent of the entire land revenue of the State is reserved mainly for assisting the poorer Boards in the shape of grants for specific purposes. In addition, the entire local cess on land revenue and water rate levied and collected in the area is given to these Boards and they may levy a duty on transfers of immoveable property, in the taluk in the shape of additional stamp duty and a tax on animals brought for sale in the markets within the jurisdiction of the Taluk Development Boards. The Taluk Development Boards get additional income from the licenses and permissions issued by them under the powers vested in them in the Act. A portion of the expenditure on institutions such as dispensaries will be made available by Government in the shape of grants. In addition to all this, the Act also provides for the execution of Plan and non-Plan Schemes of departments through the agency of the Taluk Development Boards and when this work is entrusted, the requisite funds are automatically placed at the disposal of the Taluk Development Boards.

Office Bearers and Committees—Village Panchayats

1.16. The Chairman and Vice-Chairman are elected by the members. Every Panchayat is required to constitute three Committees, viz., (1) Agriculture Committee, (2) Health Committee and (3) Village Industries Committee and may constitute other committees for specific purposes. The Secretary is a Government servant appointed by the Deputy Commissioner and will be the executive of the body. Government have decided that the Village Accountant shall also be the

Panchayat Secretary for Class III Panchayats. The appointment of this functionary was delayed and could not be taken up for implementation till the Mysore Village Offices Abolition Act, 1961 was passed. The rules for the appointment of Secretaries have been issued. Training has been given to them both in Panchayat as well as revenue work. The Panchayat Secretary implements the decision of the Panchayats, exercises control and some disciplinary power over the Panchayat servants and collects taxes. The Town Panchayats have, generally, a whole-time Secretary.

Office Bearers and Committees—Taluk Development Boards

1.17. The President and Vice-President are elected by members. Each Board is required to appoint three Committees, viz., (1) Standing Committee, (2) Audit Committee, and (3) Public Health Committee and may appoint other Committees for specific purposes. The Chief Executive Officer is a Government Officer, generally the Block Development Officer, and functions as the Secretary of the Board. He makes appointments to lower posts, exercises control over the entire staff and is responsible for fully implementing all the decisions of the Board.

Office Bearers and Committees—District Development Councils

1.18. As stated earlier, the Deputy Commissioner is *ex-officio* President of the District Development Council. This body is to meet once in three months generally, pass the budgets of the Taluk Development Boards, review and co-ordinate the developmental programmes in the district and provides guidance to Taluk Development Boards. The District Development Assistant to the Deputy Commissioner functions as the Secretary of the Council. In pursuance of the recent instructions of Government, three functional sub-committees of the District Development Council have been constituted. Each of these Sub-Committees reviews the progress in the implementation of schemes or works in the specified developmental spheres. One functional Sub-Committee is to meet every month so that all the functional Sub-Committees meet once in three months. The proceedings of the functional Sub-Committees are reviewed by the District Development Council in its quarterly meetings.

Transfer of Plan and Non-Plan Schemes to Taluk Development Boards.

1.19. Government have issued orders transferring certain Plan and Non-Plan schemes of the departments to the Taluk Development Boards for implementation. The following are the various schemes of the departments that have been transferred for administration and execution to Taluk Development Boards, subject to the terms and conditions prescribed by Government :—

Agriculture

1. Development of Local manurial resources ;
2. Distribution of seeds (through Co-operatives) wherever they are established) ;
3. Plant protection ;
4. Crop Competition ;
5. Contour Bunding in so far as supply of Community labour is concerned.

Animal Husbandry

1. Free-Bull Scheme ;
2. Cattle Shows ;
3. Sheep and Wool Development Schemes ;
4. Loans to private farmers.

Forest

Development of Village Forests or Farm Forestry.

Minor Irrigation

Construction, restoration, repairs and maintenance of minor irrigation tanks with an atchkat of 10 acres and less.

Industries

1. Pottery Centre, Madike Beedu, Coorg ;
2. Conducting exhibitions under non-plan schemes ;
3. Organisation of industrial exhibitions and Rural museums.

Sericulture

1. Supply of Chandrikes to rearers in seed areas ;
2. Grant of loans and subsidies for sinking wells in seedy areas and renovated areas.

Indian Medicine

Opening of Rural Ayurvedic Dispensaries.

Education

1. Pre-primary Education ;
2. Mid-Day Meals Scheme ;
3. Sanitary Provision for Girls in Schools ;
4. Library Service ;
5. Running of Adult Literacy Classes and Rural Libraries ;
6. Supply of uniforms, books and slates to girls in Primary Schools ;
7. Attendance scholarship for Girls' Schools.

Welfare of Scheduled Castes

1. Starting of Nurseries-cum-Women Welfare Centres ;
2. Increasing the strength of the children in the existing Nurseries ;
3. Starting of Residential Schools ;
4. Opening of Tailoring Units ;
5. Formation of Agricultural Colonies for Scheduled Castes ;
6. Aid to craft co-operatives ;
7. Supply of Ambar Charkas ;
8. Subsidies to develop poultry farming, sheep breeding ; supply of raw materials for industries ;
9. Supply of plough bullocks ;
10. Supply of bullocks with carts ;
11. Supply of milch cows, she-buffaloes ;
12. Community Centre Buildings ;
13. Sinking of wells and repairs to old wells ;

Welfare of Scheduled Tribes

1. Ashram Schools ;
2. Buildings for Ashram Schools ;
3. Building for Hostels ;
4. Increasing the strength in the existing Hostels ;
5. Clothing for children ;
6. Starting of Hostels ;
7. Award of Scholarships ;
8. Training Centres and subsidies to trainees ;
9. Aid to Agriculturists ;
10. Establishment of grain golas ;
11. Housing ;
12. Wells ;
13. Roads ;
14. Community-cum-Women Welfare Centres ;
15. Tribal Conferences and Meets ;
16. Legal Aid.

Welfare of De-notified Tribes

1. Residential Schools ;
2. Equipment to school going children ;
3. Aid to Agriculturists ;
4. Starting of Hostels ;
5. Housing ;
6. Wells.

Welfare of Nomadic and Semi-Nomadic Tribes

1. Ashram Schools ;
2. Buildings for Ashram Schools ;
3. Grants for Boarding and Equipment ;
4. Equipment to children ;
5. Aid to Agriculturists ;
6. Supply of milch cows, she-buffaloes, etc.
7. Housing ;
8. Wells.

CHAPTER II

MAIN PROBLEMS

2.1. In the preceding Chapter the constitution, functions and resources of the existing Panchayati Raj institutions have been briefly outlined.

2.2. The sign of a healthy democratic state is the steadily developing process of decentralisation of authority and functions to local bodies, whether it be to Zilla Parishads, Municipalities, Taluk Development Boards or Panchayats—bodies which are theoretically no less responsible or representative than the representative democratic bodies like the Parliament or the State Legislatures. To the extent importance is given to Panchayati Raj by the electorate and the Government, it would become beneficial and a training ground of democracy. The smooth functioning of Panchayati Raj institutions will, depend to a considerable degree upon the co-ordination of the Government and local body relations and the steady growth of political education. To quote a famous authority, "the best school of democracy and the best guarantee of its success is the practice of local Government." Panchayati Raj in this country has

come to stay and it is the joint responsibility of Government and non-officials representing these local bodies to constantly guide these institutions and strive for their effective and smooth functioning.

Report of the Balwant Rai Mehta Committee

2.3. The Balwant Rai Mehta Study Team recommended a three tier structure of local bodies with directly elected Panchayats at the village level, a Panchayat Samithi at the block level indirectly elected by Panchas of all the Panchayats grouped together in convenient units and electing persons from amongst themselves to be the members of the Panchayat Samithis and the Zilla Parishad at the District Level consisting of all the Presidents of the Panchayat Samithis, all the members of the State Legislature and of Parliament representing a part of or the whole district and the district level officers of the medical, public health, engineering, agriculture, veterinary, education, backward class welfare, public works and other development departments. The team contemplated the Panchayat and the Panchayat Samithi as executive bodies and the Zilla Parishad a co-ordinating and supervisory body with the Collector as its Chairman.

Differences in the Mysore Pattern

2.4. The structure of the Panchayati Raj as is embodied in the Mysore Act is on the lines of the pattern indicated by the Mehta Team except for two major differences. The first difference is that the middle tier in Mysore is not at the block level, but, at the taluk level. The second difference is that the Taluk Development Boards are not indirectly elected by the electoral college consisting of the members of the Panchayats but are directly elected.

2.5. The first of these differences was necessitated by the historical background of the delimitation of blocks in Mysore State. Mysore retained the taluk as unit of administration and allotted blocks to each taluk according to its population. For some time, there was a system of allotting fractional blocks like one and a quarter and one and a half. The staffing pattern for such multi-block taluk was not a mere duplication of staff

according to the number of units but according to a pattern evolved for such taluks. There was one Block Development Officer for a taluk. Later, Government, considering the functions of the Block Development Officer under the Community Development Programmes and the duties devolving on him under the Mysore Village Panchayats and Local Boards Act, felt that a Block Development Officer would not be able to function efficiently in a taluk having two or more blocks and decided, therefore, to appoint Deputy Block Development Officers for the additional blocks. They are of the same status as the Block Development Officers and are borne on the same scale of pay. However, the Deputy Block Development Officer is not competent to exercise the powers of the Chief Executive Officer of the Taluk Development Board. In other words, whereas the Block Development Officer implements not only the block programmes, but also is the chief executive so far as the activities of the Taluk Board are concerned, the Deputy Block Development Officer is concerned only with the implementation of block programmes. This has caused certain administrative difficulties, which the Committee proposes, can be obviated by the adoption of Committee's recommendations contained in Chapter X.

Problems

2.6. The major recommendations of this Committee will naturally be on certain problems that have originated both from the constitutional set up of these bodies and the difficulties encountered by them in the implementation of the Panchayati Raj programmes. Most of the representations received by the Committee from the Panchayati Raj institutions and individuals pertain to certain specific aspects which are mentioned below :—

- (1) Additional functions with finances and powers should be given to all the bodies ;
- (2) There should be an executive body with a non-official chairman at the district level ;
- (3) The lack of an organic link between the Taluk Development Boards and the Panchayats has resulted in lack of co-ordination between the two institutions ;

(4) Instead of a Taluk Board, there should be a Panchayat Samithi for every Block. We propose to deal with the last three aspects in this chapter.

District Level Body—Executive or Advisory

2.7. On the question whether, as at present, the District Development Council in the State should merely be a supervisory and co-ordinating body, almost all institutions and individuals have urged the need for the establishment of a executive body at the district level with a non-official Chairman. The need for such a body has been urged on mainly three grounds. They are (1) that apart from the schemes of a taluk or local character that can be implemented by the Taluk Development Board, there are other schemes of Government that are of a district character and can be entrusted for implementation only to an executive district body ; (2) the district level body will be able to supervise, inspect and guide all the subordinate bodies, so that the need for a separate official hierarchy for this purpose is obviated, and (3) requisite guidance and supervision would be available promptly and effectively to the local bodies if the district level officers serve directly under such a district level body.

2.8. The Balwant Rai Mehta Committee, though it envisaged a co-ordinating and supervising body at the district level, was not averse to the feasibility or necessity of devolving power on a local body whose jurisdiction is as large as a district. It realised the possibility of transferring power to a district or sub-divisional body and recommended that considering the circumstances that obtained in the States, a district level body could be constituted provided (a) it should be invested with the same powers and functions as the Panchayat Samithi, but correspondingly on a large scale ; (b) appropriate funds and powers of taxation and the requisite field and supervisory staff should be made available to it ; (c) all activities of the Zilla Parishad which could be performed by the Panchayat Samithi should normally be assigned to it along with the funds ; (d) the district level body will concern itself with the inter-block and

district level activities and institutions and (3) it is constituted in such a way that it is not too large to be effective as an instrument for rural development.

2.9. In many States of India, Zilla Parishads have been constituted with varying powers. In some it is a purely co-ordinating and supervisory body, and in others, in addition, it has certain specific activities entrusted to it for implementation. On the other hand, in Maharashtra State, the Zilla Parishad is a very powerful body and compared to it the status accorded to the Panchayat Samithi is low. A special feature of the Maharashtra legislation is that if a Zilla Parishad is dissolved or superseded all Councillors and members of the Panchayat Samithis and of the various committee shall vacate their offices as councillors or as members.

2.10. It would be appropriate, at this stage, to refer to the recommendations of the Mysore Resources and Economy Committee. In this regard, they have observed as follows :—

“While in the present scheme of democratic decentralisation in the State, the emphasis, is upon the Taluk Board, there is, in our opinion, necessity to establish a strong local body at the district level in place of the present District Development Councils which are only reviewing and co-ordinating agencies We feel that the district level is not sufficiently emphasised in the scheme and that the District Development Council should be made a prime democratic local body in the State with not only control and supervision over the Taluk Development Boards and Panchayats in the districts but with wide functions and powers to take up and execute all developmental works and plan schemes up to the district level.”

2.11. Though Panchayati Raj institutions have been functioning for the last two and a half years or so, during our tours, many persons examined by us—both individuals and institutions have represented that supervision and guidance is not forthcoming promptly and in adequate measure to these bodies. For example it is stated that inspections of offices are not being conducted regularly and many a time, they are perfunctory; sanctions, administrative and technical, are delayed and the officers at the block level are not getting adequate on the job help and encouragement from their district officers. The Committee feels that this is due to the defect of the existing system itself wherein the

District Development Councils are purely supervisory and co-ordinating bodies. The Deputy Commissioners and Assistant Commissioners are also burdened with multifarious and onerous duties and are not able to devote sufficient time to help and foster these institutions. The Deputy Commissioner, though a co-ordinator of all developmental programmes, has no direct control over the district level officers who naturally look up to their heads of departments for instructions. Hence, there is frustration both at the non-official and official circles. It is urged that this state of affairs can be remedied by establishing a strong local body at the district level in place of the present District Development Councils. The need for the establishment of such a body has also been emphasised from another point of view. Many of the old district local boards had a very praise-worthy record of service although the powers and resources of these institutions were limited. They also served as important training ground for public workers and national leaders. Some of them, having gained experience in local administration, got elected to the State Legislative Assemblies and Parliament and shouldered responsibilities at higher levels of administration. The establishment again of a district executive body would provide an opportunity for participation in public life to many talented and enthusiastic persons.

2.12. In Maharashtra State, an analysis of the functions of the State and of the then Local Administration was done with a view to discover the general principles which should govern the allocation of functions between the two authorities. The activities were classified as State Sector and Local Sector activities so as to eliminate overlapping and duplication. It has been generally accepted that the State should reserve to itself for implementation such schemes or works that are beyond the capacity of Zilla Parishad to execute or are of such a nature that they have to be implemented only at the State level. From the discussions of the Committee with the Heads of Departments, it is clear that there is scope for demarcation fairly clearly of schemes of a district character and of a taluk character which could be entrusted to an executive district level body and to the Taluk Board respectively for implementation. Besides, the technical services are organised over decades at the district level and the services of the

district officers would be available to the lower tier bodies. The functions, finances and taxation powers of the higher tier body should be co-ordinated with those of the Village Panchayats and the Taluk Development Boards whose growth and efficiency it will be one of the functions of the district level body to safeguard. Considering, therefore, the schemes and functions of a District character which a District level body would be able to perform, the guidance and supervision it can give to Taluk Development Boards and Village Panchayats, the scope it affords for the growth of a competent non-official leadership at the district level, the services of the technical personnel of a higher order which such a body can make available to the lower bodies and the overall responsibility the body can assume for planning and development at the district level, the committee recommends the constitution of an executive body at the district level in place of the existing District Development Councils. This body might be called the Zilla Parishad. The constitution and composition of such a district body is dealt with in Chapter VII.

2.13. In our view, as a result of constitution of an executive district level body, the importance of the existing Taluk Boards would not be in any way diminished. It is obvious that many of the development programmes would relate to agriculture, measures of soil conservation, construction and amenities programmes, besides animal husbandry and industries. Many of the programmes will have to depend for their success on wide and active participation of the people for whose benefit they are designed. We contemplate, on the other hand, transfer of more schemes to the Taluk Development Boards. Both Taluk Development Boards and the Zilla Parishad would be important basic institutions serving a common cause in their own sphere of activities, though, in order to achieve a fuller sense of involvement, the Taluk Board could be the agency for implementation of the programmes of the Zilla Parishad.

Relationship Between Panchayats and Taluk Boards

2.14. During the tours of the Committee, various shades of opinions have been expressed both by institutions and individuals on the subject of the constitution and composition of Taluk Boards. Many, who have replied to the questionnaire, felt that

the existing constitution of the Taluk Development Board was not quite satisfactory and required change in order to provide for an organic relationship between the Panchayats and the Taluk Development Boards. It was contended that the Panchayati Raj Institutions were not independent of each other. They are part of one integrated pattern of rural development and to ensure coherence and co-ordination in planning and development, there is a need for a link between the Panchayati Raj institutions. The schemes or works of the Taluk Development Boards are implemented in the village by the Panchayats as the implementing agencies. A sense of full involvement and participation in the programmes and policies of the Taluk Development Board can be achieved only if the Panchayats are represented on the Taluk Board. The Community Development programmes with which the Panchayats have been intimately associated all these years, have been entrusted to the Taluk Boards. Naturally, therefore, the schemes or works taken up under the Community Development programmes must reflect the basic aspirations and needs of the villagers.

2.15. The Committee has given careful thought to this criticism and considering the views expressed by many during our tours in this regard, it is convinced of the need for a relationship between the Panchayats and Taluk Boards. In Chapter VI, we recommend the establishment of an executive body at the district level wherein the Taluk Boards would be represented by their Presidents. Therefore, it is both reasonable and proper that at least at one level, viz., the middle tier, the Village Panchayats are represented on the Taluk Boards. In our view, therefore, the existing constitution of the Taluk Development Board will have to be changed to provide for a relationship between Panchayats and Taluk Boards.

Taluk or Block as Unit

2.16. Historically, the Taluk has behind it tradition of decades of local self-government and revenue administration. In many instances, it is a natural geographical unit and is fairly well established as an important administrative unit. Out of 172 taluks, only 83 Taluks have one block each. There are 79 Taluks with

two blocks each, 4 Taluks with three blocks, each two Taluks with four blocks each and as an exceptional case, there is one block covering three Taluks, *viz.*, Koppa, Narashimharajapura and Sringeri, all in Chickmagalur District. For Mallapuram Taluk in Bellary District, no separate block has been allotted, but, it is included in Hospet block.

2.17. Fears have been expressed that as multiblock Taluks would be unwieldy both in terms of size and population, it will not be possible to achieve a balanced and integrated development in the taluk unless a Panchayat Samithi is established for every Block. The Committee has examined this suggestion in the light of the two and a half year's experience gained in the functioning of the Taluk Boards and the general trend of the views received on this subject from institutions and the public. Except a few, all have felt that the existing Taluk Boards are able to plan for and implement works and schemes all over the taluk and that there is no need for a separate Panchayat Samithi for every Community Development Block, as obtains in some of the States. We believe that, by and large, the Taluk Boards will be capable of attending to the needs of villages in the taluk fairly well and would not find it an unwieldy area for intensive development. Besides, the duties and responsibilities proposed to be entrusted to the Taluk Boards are already arranged taluk and districtwise. The retention of the taluk as the unit of developmental administration would provide scope for integration of the staff of the various departments so that the Taluk Boards has an efficient and economical administrative set up. It would be unwise to break up the units which have served as natural units for the purposes so far. But, in taluks which have four units, we recommend that taluks be split up in such a manner that the area of a taluk is co-extensive with the jurisdiction of two blocks. In the case of taluks with three units, it would be possible to split it into two taluks with one and a half units each. Similarly, to take the exceptional case where a block covers more than one taluk, the entire area covered by the block should be treated as one taluk abolishing the existing taluks.

Term of Office of Members of Local Bodies

2.18. The terms of office of members of Panchayats and Taluk Development Boards is four years as per section 24 and section

108 respectively of the Act. Some of the persons interviewed by us have stated that elections to these bodies may be held once in five years. The Panchayati Raj bodies will share the responsibility for rural reconstruction. The schemes and works have to be executed with economy and efficiency and with widest people's support. As a result of Panchayati Raj, new levels of Government would be created. The State Government would be functioning at these levels through the elected representatives in these bodies. These bodies would be the new centres of political power. It is suggested that if elections to these bodies are held once in five years, in between two general elections to the Parliament and State Legislatures, Government would be in a position to feel the pulse of the people as demonstrated by the people's verdict in the election to these bodies.

2.19. We have examined this suggestion carefully. If the elections to the local bodies is held once in four years as at present the period between the elections to these bodies and the general elections would get progressively reduced and the elections will have to be held simultaneously in one particular year. Therefore, for the reasons mentioned in preceding paragraph, the suggestion to increase the period of office of members from 4 to 5 years has considerable force. Besides, a period of five years appears to be necessary not only for the planning and implementation of the schemes and works but also to enable non-officials to gain experience in local administration. We, accordingly, recommend that the term of office of members in these bodies be five years and elections held preferably two or two and a half years prior to (or after) general elections so that these elections, in a way, are comparable to the 'mid-term general elections.'

2.20. As the Committee on Democratic Decentralisation in Maharashtra State has observed, "decentralisation does not mean division of functions between the State Government and the Local Bodies each discharging its functions independently of the other. Decentralisation means and includes devolution of State function on local bodies, the latter discharging them subject to the constitutional responsibility of the State in respect of law and order and development."

2.21. Representations received on the subject of provision of additional functions, resources and powers have been discussed in the appropriate chapters.

CHAPTER III

PANCHAYATS

3.1. In general, the existing constitution of Panchayats is satisfactory. We discuss in this chapter some problems brought to our notice in the course of the enquiry.

Population limit for Panchayats

3.2. The Committee, during its tours in the State, enquired specifically from the Panchayats visited by it as to whether they were generally satisfied with the population-limit prescribed for the formation of Panchayats and the grouping of villages done by the authorities. Barring a few, who considered satisfactory both the grouping of villages as well as population limits specified, many panchayats felt that formation of group panchayats to cover a population of 1,500 or so is causing considerable difficulties particularly in the Mahad Districts where the dwellings are scattered in the holdings of the cultivators and due to distance and lack of transportation facilities, it has not been possible for Panchayats to function effectively.

3.3. Even those who are not opposed to the principle of grouping for a population of 1,500, state that the grouping has not been done fairly. There are many who urge that a minimum population of 500 should be fixed for the formation of Panchayats. According to them, as many villages as desire to have independent Panchayats should be permitted to do so. Besides, in Group Panchayats, the village with a major population group ordinarily derives benefits to the detriment of the other constituent villages whose members are not able to assert themselves in the affairs of the Panchayat. It would be appropriate at this stage to consider the recommendation of the Resources and Economy Committee on this point which is as follows (Para 3.72., Page 91):—

“Though the average population of a village panchayat in the State is 3,266, many Panchayats have much less than this population. The size of an organisation by itself generates a certain outlook and if the size is small, the outlook tends to be

narrow. A village Panchayat of less than a viable size would find itself in difficulties about resources both human and financial, for achieving the desired development, or even to maintain the development effected, without substantial assistance from the Government. Democratic decentralisation loses much of its meaning and virtue if local bodies have to subsist indefinitely upon Government grants for the discharge of even their primary and obligatory functions. We are in agreement with the view expressed by the Mysore Finance Enquiry Committee and recommend that the minimum population of a Panchayat be 5,000 generally, and 2,500 in the Malnad areas. The Village Panchayat and Taluk Boards Act may be amended accordingly, deleting also the discretion vested in the Government to reduce the minimum population for a village Panchayat."

3.4. The Committee recognises and appreciates the importance of a viable size of the Panchayat. Yet with the deference to the recommendations of the Mysore Resources and Economy Committee, the Committee considers that the representations made for reconsideration either of the existing grouping of villages or the formation of Panchayats for population less than 1,500, specially in Malnad, have considerable force. Of course, by such an observation, it should not be construed that the Committee is in favour of the formation of a very large number of Village Panchayats in the State. Villagers, very naturally, desire to have a Panchayat of their own. However, it may be stated here that the Committee, during its tours, noticed a sense of realistic appreciation on the part of Panchayats for voluntary grouping of villages so that the Panchayat, both from the developmental and financial point of view, is a viable unit. It is essential for the successful functioning of the Panchayats that in their infancy there should be no occasion for them to nurse a grievance that the grouping of villages has been done arbitrarily or other things being equal, against the legitimate aspirations of the villagers.

3.5. Within the provisions of Section 3 of the present Act, it is possible to ensure by suitable administrative directions that the grouping of villages should be done considering all relevant factors like geographical contiguity, facility of communication and the physical jurisdiction of a revenue village. The proviso to section 3(1) of the Act enables the constitution of Panchayats for a revenue village or a group of revenue villages with a population less than 1,500. We would, therefore, recommend that before the

next ordinary elections to the Panchayats in the State, Government may direct the Deputy Commissioners of Districts to review in consultation with the Taluk Development Boards and Village Panchayats the existing grouping of villages with the object of either regrouping them considering the factors mentioned above or exclude any village from existing group for constitution of a separate Panchayat if the circumstances and facts so justify. The powers vested in Government under the proviso Section 3 to establish Panchayats for an area comprising a revenue village or a group of revenue villages with a population of less than 1,500, have not been exercised liberally so far and we recommend that permissions under the said proviso should be granted liberally whenever requests are received for the formation of separate Panchayats for a population of less than 1,500. However, by administrative directions, it may be ensured that no separate Panchayat is formed for any revenue village with a population of less than 500 and while grouping villages, the distance between one village and another within the group does not exceed, as far as possible, five miles.

Delegation of Powers to Deputy Commissioners to Declare Local Area.—

3.6. Under Section 3 of our Act, it is Government that has powers to issue notifications declaring a particular area as a village. The Committee feels that this power may be vested with the Deputy Commissioners of Districts and accordingly recommends that the Deputy Commissioners of Districts shall be competent to classify and declare the area comprising a revenue village or a group of revenue villages as Panchayats under the Act. As a corollary to this, the power to include or exclude any village in consultation with the Taluk Development Board should also be vested with the Deputy Commissioners. The Deputy Commissioner shall give the Panchayat or Panchayats, by order, reasonable opportunity to show cause against the proposal and shall consider explanations and objections, if any, of such Panchayat or Panchayats.

Strength of Panchayats

3.7. According to Section 5 of our Act, the Panchayat shall consist of such number of members not being less than 11 and not

more than 19 in number as the Deputy Commissioner may determine, all of whom shall be elected. It was urged by many Panchayats that both the minimum and the maximum provided in the Act are liberal and even allowing for any likely increase in the number of Panchayats, it is our view that a definite number of members for varying population groups could be prescribed. The Committee, therefore, after examination of all factors, recommends that the Act could be amended to provide for lesser number of members calculated on the following basis :—

(a) For a population of 500 and more, but not exceeding 1,500	..	..	9 Seats.
(b) For a population of 1,500 and more but not exceeding 3,000	..	..	11 Seats
(c) For a population of 3,000 and more but not exceeding 5,000	..	..	13 Seats
(d) For a population of 5,000 and more but not exceeding 10,000	..	..	15 Seats

Holding of Fresh Elections—Appointment of Administrative Committees—Casual and Ordinary Vacancies.

3.8. In our Act, under Section 8, the Deputy Commissioner is authorised to appoint an Administrative Committee or an Administrator if he is satisfied that for reasons mentioned in sub-section (1) of the said section, the Panchayat cannot be legally constituted. During the tours of the Committee, it was represented by many that there should be a provision for holding a fresh election and if even at this fresh election none get elected, the appointment of an Administrative Committee or an Administrator should be considered. In our view, there is considerable force in this suggestion. Hence, Section 8 could be substituted by another Section which could provide for the following :—

- (a) Holding of fresh election, if for any reasons none of the seats in the Panchayat are filled up in the election ;
- (b) Appointment of an Administrative Committee or an Administrator if even at this second election none get elected as members of the Panchayat.

3.9. Following the same argument, if at an ordinary election only a few vacancies remain, fresh elections should be held and

even if at this fresh election there are vacancies, the power to co-opt members in the manner prescribed should vest in the Panchayat and not with the Deputy Commissioner as is the case under Section 35 of the Act.

3.10. In view of the above, the words 'Ordinary Vacancy' and 'casual vacancy' could be precisely defined in Section 2 of the Act as follows :—

(a) Casual Vacancy means a vacancy occurring otherwise than by efflux of time and casual election means an election held to fill up a casual vacancy;

(b) Ordinary Vacancy means a vacancy occurring by efflux of time and ordinary election means an election held to fill up an ordinary vacancy.

If this is done, there would be no necessity to define under Section 35 the reasons due to which the vacancy has arisen.

3.11. Section 25 of our Act, on the terms of office of members, could be deleted and instead in one Section, *viz.*, Section 35, both the terms of office of members and the manner of filling up of the vacancies, both ordinary and casual, could be detailed.

Disqualification of Members

3.12. In our Act, Section 11 (2) (iv) reads as follows :—

“ If a member of a Panchayat—

(iv) absents himself for more than four consecutive months from the village unless leave not exceeding six months has been granted by the Panchayat or absents himself for six consecutive months from the meetings of the Panchayats without leave of the Panchayat, his seat thereupon shall become vacant.”

It was urged by one and all during the Committee's tour in the State that this was rather a overgenerous provision in the Act and Panchayat members through residing in the village are not attending meetings for months or just attend a meeting before the expiry of the six months period and again remain absent for months. It was, therefore, suggested to the Committee that this provision should be amended so as to permit the disqualification

of any member who fails to attend three consecutive ordinary meeting of the Panchayat. The Committee have examined this point and is in agreement with this suggestion.

3.13. Section 11 of the Act deals both with the disqualification of candidates and the disqualification of members. We suggest that a separate section may deal with the disqualification of members. We recommend that Section 11(2) (iv) of our Act should be amended to provide for the removal of—

(1) a member of a Panchayat who absents himself for more than three consecutive months from the village unless he has obtained leave of absence from Panchayat, which leave should itself be limited to a period of 4 months ;

(2) a member who absents himself without leave of the Panchayat from the ordinary meetings of the Panchayat for a period of 3 consecutive months reckoned from the date of commencement of his term of office or of the last ordinary meeting which he attended, or if within the said period, less than three meetings have been held, absents himself from three consecutive meetings held after the said date. If, however, due notice of the meeting was not given to the member or the meeting was held after giving shorter notice than that prescribed in the Act for ordinary meetings, such meetings shall be excluded for the purposes of this computation.

Gram Sabha

3.14. Recently the Government of India constituted a Study Team on the Gram Sabha headed by Sri R. R. Diwakar. The question as to what exactly should be the role of the Gram Sabha and whether it should be purely an advisory Sabha or whether its decisions should carry executive authority for implementation by the Panchayat is still engaging the attention of many.

3.15. In our Act, the role of Gram Sabha is mentioned in Section 83(4), which reads as follows :—

“Panchayat shall convene in such a manner and at such time as may be prescribed a meeting of the adult residents of the village and the statement of accounts together with the report on administration for the preceding year and the programme of work proposed for the following year shall be read out and explained at such a meeting.”

Our Act refers to the adult residents of the village in contrast to the 'voters' mentioned in the Maharashtra Act and the new Andhra Bill. In our view, the definition and the functions of the Gram Sabha, as mentioned in the Maharashtra Act can be adopted. Accordingly Section 83 (4) of our Act may be substituted as under :—

"(1) All persons whose names are included in the list of voters (as contained in the electoral roll of the Legislative Assembly) shall be deemed to constitute the Gram Sabha for the village ;

(2) Gram Sabha shall meet at least twice in every year on such date and such place and time, as may be prescribed, to consider the following matters which shall be placed before it by the Panchayats, viz., :—

- (a) the annual statement of accounts and audit reports ;
- (b) Report on the administration of the preceding financial year ;
- (c) The programme of work or any new programme not covered by the Budget or the annual programme ;
- (d) Proposals for fresh taxation or enhancement of existing taxes.

The Panchayat shall give due consideration to the suggestions, if any, of the Gram Sabha.

(3) The Gram Sabha shall observe such rules or procedure at its meetings as may be prescribed ;

(4) Every meeting of the Gram Sabha shall be presided over by the Chairman of the Panchayat."

Quorum for Panchayat Meetings

3.16. Under our Act, the quorum for a meeting of the Panchayat shall be one-half of the total number of members. It was represented, during the tours of Committee, that this provision in practice has generally impeded the holding of meetings of Panchayat as in many places and in many cases it has not been possible to have the prescribed quorum. We appreciate that this difficulty is genuine and accordingly recommend that the quorum for Panchayat meeting be fixed at one-third of the number of members.

Representation for Co-operatives

3.17. The Committee has examined the suggestion that there should be statutory representation of Co-operatives in Panchayats. Considering the essential objectives of these two bodies, we feel it is not necessary for a Co-operative to be represented statutorily on the Panchayat. It would be sufficient if the Chairman of the Service Co-operative is co-opted as a member of the Production Committee of the Panchayat. In villages, where Industrial Co-operatives or any other special Co-operatives are established, there should be no objection to co-opt the Chairman or any representative of such Co-operatives also on the above-mentioned Committee.

Amendment to the existing definition of octroi

3.18. Under Section 2 (22) of our Act, Octroi has been defined as follows :

“Octroi means a tax levied on the entry of goods into a residential area within the jurisdiction of a Town Panchayat for consumption, use or sale therein.”

It has been brought to our notice that the term “Residential Area” mentioned in the definition has caused considerable confusion and has given room for challenging the levy of octroi. Factories, Godowns, Store Houses, etc., are generally located somewhere outside the main residential or gaathana area of Town Panchayats. In order to avoid such confusion, Section 2 (22) may be substituted as follows :

“Octroi means a tax on the entry of goods into the village for consumption, use or sale therein.”

Amendments to control of Erection of Building rules

3.19. The Committee recommends that the Mysore Panchayats Control of Erection of Building Rules, 1960, may be amended so as to permit relaxation of the conditions prescribed in Rule 7 of the said rules in respect of the erection or re-erection or enlargement of any building on any site in the village gram-thana. Where, however, new extensions or lay-outs are formed in villages, the conditions prescribed in Rule 7 may continue to

be in force. Where a Panchayat delegates the power to the Chairman to grant permission for erection of buildings, we would recommend that there should be provision for an appeal to the Panchayat. Hence the provision in Rule 11 of the said Rules enabling the Panchayat to reserve the power to hear appeals from the order of the Chairman may be deleted.

CHAPTER IV

NYAYA PANCHAYATS

General

4.1 Nyaya Panchayats have functioned in various parts of the country over a long period of time. Even to-day there prevails in many parts of the country the customary practice of the respected members of the village setting disputes of a petty nature. Though there is no legal sanction to this, yet it had all the force of moral law. In spite of the fact during the British days, owing to the power of the State behind the law-courts the importance of these village courts declined, it was not long before the British themselves realised that having regard to its past and the sentiments of the village people the Village Courts must be revived and there should be a certain amount of decentralisation even in judicial matters.

4.2. It is learnt that a study of the participation of lay-men in the administration of justice in some of the leading countries of the world has clearly revealed that with appropriate safeguards, it would not be difficult to make an institution of lay judges successful if the need for it is there.

4.3. With the ushering of Panchayat Raj in the country and the consequent general awakening, the time is ripe to establish Nyaya Panchayats which will serve a real felt need of the people by disposing of cases more expeditiously and with a minimum inconvenience and cost to the parties. Although some of the criticism directed against the Nyaya Panchayats might be justified, it is possible by suitable safeguards to remove the basis for such criticism.

4.4. In the ex-Madras and Bombay areas of our State, Nyaya Panchayats were established and are continued under the provisions of Section 242 (1) clauses (g) and (h) of the second proviso of the existing Act.

4.5. When the Mysore Village Panchayats and Local Boards Bill 1958 was considered by the Joint Select Committee, the Committee was of the opinion that it was necessary to make provision for Nyaya Panchayats all over the State. While the Bill was being discussed in the Legislature a promise was made that a separate Bill for the establishment of Nyaya Panchayats would be brought before the Legislature. The Law Department drafted a Bill for the constitution of Nyaya Panchayats. The Bill was sent to the High Court and their views were obtained. The Bill was considered at the meeting of the scrutinizing Committee. It also considered the suggestions of the High Court and made suitable changes. The Bill was also approved later by the Government, and was to have been introduced in the Legislature. Meanwhile, the Government of India had appointed a Study Team on Nyaya Panchayats and the report of this Team was released in mid-1962. The main conclusions of the Study Team in regard to Nyaya Panchayats, as contained in their report are reproduced below :

Recommendations of the Study Team on Nyaya Panchayats

(1) Nyaya Panchayats are of respectable antiquity and their success in the past is a clear indication that by reviving and moulding them on the right lines we will be taking a much needed step in the direction of making law and administration of justice reflect the spirit of the people and become rooted once again in the people ;

(2) A study of the participation of lay-men in the administration of justice in some of the leading countries of the world clearly reveals that with appropriate safeguards, it would not be difficult to make any institution of lay-judges successful, if the need for it is there ;

(3) The process of democratic decentralisation envisaged by Article 40 of the constitution and already ushered in to some extent has resulted in the general awakening of the people in the villages ; and it is clear that given proper guidance, panchayat institutions can be successfully worked ;

(4) Nyaya Panchayats, wherever they are in existence, are serving a real felt need of the villages by disposing of cases more expeditiously and with minimum of inconvenience and expenses to parties. Although some of the criticisms directed against the Nyaya Panchayats may be justified, it is possible by suitable safeguards to remove the basis for any such criticisms ;

(5) The vesting of judicial functions in Gram Panchayats charged with executive functions is neither necessary nor desirable, and the principle of separation of the executive from the judiciary should hold good at the village level also ;

(6) To avoid the baneful effects of factions, unhealthy rivalries etc., a Nyaya Panchayat may be set up for a group of villages, and the grouping may be made having regard to factors like area, population, contiguity, compactness, means of communication etc. Where in view of the size and population of the village a separate Nyaya Panchayat has to be set up for a single village, the device of splitting up the village into a number of wards can be adopted ;

(7) As to method of constitution of Nyaya Panchayats, the system of nomination in any form has to be ruled out. Villagers must be given a free hand and the choice lies between the system of direct elections and indirect elections. The method of indirect elections seems to afford for the time being the best solution and of the various possible methods of indirect elections, the best seems to be the type in which each of the gram panchayats in the nyaya panchayat circle elects a specified number of persons to serve on the nyaya panchayats ;

(8) It is not desirable to allow the same person to serve on both the gram panchayat and the nyaya panchayat ;

(9) All *bona-fide* attempts to secure unanimity in the choice of personnel to serve on panchayats deserve encouragement ;

(10) The Chairman of a nyaya panchayat should be left to be elected by the members of that body from amongst themselves.

(11) In order to provide for continuity, the terms of office of nyaya panchayat should be staggered.

(12) It would be extremely desirable to associate women in the trial of cases by nyaya panchayats and provision should be made for the co-option of at least two women if in the ordinary process of election they do not find a place therein.

(13) It is necessary to make provision for the co-option of members of scheduled castes to serve on nyaya panchayats so long as they require special protection under the Constitution.

(14) A minimum age of 30 years and ability to read and write the regional language fairly fluently may be prescribed as qualifications for a person to be eligible to serve as a nyaya panch. No property qualification need be prescribed. Relaxations of this minimum qualification may be necessary in backward areas.

(15) To ensure the successful functioning of nyaya panchayats, it is essential that the panchas should be properly trained. A training programme centering around a comprehensive but easily understandable manual and consisting of an initial training course followed up by refresher courses and supplemented by radio programmes and periodical literature will serve the purpose. For getting the best results all efforts in relation to training programmes may be made on all-India basis.

(16) The jurisdiction of nyaya panchayats should be exclusive;

(17) The civil jurisdiction of nyaya panchayats may be confined to simple money and other suits of the type mentioned in paragraph 2 of Chapter IX;

(18) The upper pecuniary limit of civil jurisdiction may be Rs. 250 which may go up to Rs. 500 if parties consent. Powers may be taken to enhance these limits from Rs. 250 to Rs. 500 and from Rs. 500 to Rs. 1,000 respectively;

(19) It would not be correct to vest unlimited jurisdiction in nyaya panchayats to decide suits merely because parties consent thereto;

(20) The time for conferring jurisdiction in relation to matrimonial causes is yet to come, but nyaya panchayats may be utilised for making reports to magistrates making inquiries under section 488 Criminal Procedure Code as to the amount of maintenance which may be made payable;

(21) Nyaya panchayats may be given criminal jurisdiction in respect of petty matters where the punishment in the form of a fine would be an adequate corrective.

(22) Nyaya Panchayats may be empowered to inflict fines upto Rs. 50. The maximum limit of Rs. 50 may be increased to Rs. 100 if any State Government feels justified in doing so. Nyaya panchayats should, however, not be given power to award imprisonment either substantively or in default of payment of fine;

(23) It is neither necessary nor desirable to confer on nyaya panchayats powers to issue prohibitory orders (for example, under section 144 of the Criminal Procedure Code) or powers to demand security for keeping the peace or for good behaviour etc.;

(24) Grading of nyaya panchayats for the purpose conferring enhanced powers on certain nyaya panchayats is not called for and may result in undesirable consequences ;

(25) It would not be wise to vest any revenue jurisdiction in nyaya panchayats though the services of nyaya panchayats may be utilised by the concerned officials on an informal basis for getting reports as to questions of succession and transfers which have taken place in the village ;

(26) The importance of conciliation as a method of settling village disputes cannot be over emphasised and every endeavour should be made by a nyaya panchayat to bring about amicable settlement between the parties before taking up a case for adjudication ;

(27) There is no case for a separate body for effecting conciliation and the method and manner of bringing about conciliation may be left to the discretion of Nyaya Panchayats according to the circumstances of each case ;

(28) The categories of disputes which may be settled by conciliation should be co-extensive with those falling within the jurisdiction of the nyaya panchayats ;

(29) Nyaya Panchayats should not be bound by procedural codes or the Indian Evidence Act. Nyaya Panchayat procedure should be of a simple character, but care should be taken to see that principles of natural justice are complied with ;

(30) The Limitation Act may not be made applicable to Nyaya Panchayats and a period of three years in respect of civil matters and one year in respect of offences may be prescribed as the periods of limitation in respect of matters within the jurisdiction of nyaya panchayats ;

(31) In the disposal of any proceeding before it by a bench of nyaya panchayat care should be taken to see that the bench includes at least one member from the village in which the plaintiff or complainant resides and one from the village in which the defendant or accused resides ; and where both parties reside in the same village, at least one member from that village ;

(32) A brief record of evidence of each of the witnesses appearing in a proceeding should be kept by the nyaya panchayat and judgments of nyaya panchayats should contain reasons ;

(33) No trial should be conducted in the absence of the accused, but suitable machinery may be provided for the production of an accused under arrest if need be with the help of the regular court ;

(34) Court fees and other fees leviable by Nyaya Panchayat should be nominal.

(35) No legal practitioner should be allowed to appear before nyaya panchayats;

(36) As to execution, a simple power to distrain and sell movable property as also a power to seize and deliver specific movable property may be vested in nyaya panchayats. Failing satisfaction by these methods, a decree or order may be transferred to the Collector for execution in accordance with the procedure prescribed for recovery of arrears of land revenue;

(37) Records of nyaya panchayats should be maintained properly and inspected periodically;

(38) Nyaya panchayats may be provided with secretarial assistance for the discharge of functions of a purely clerical and routine nature. Depending upon the work-load there may be one secretary for one, two or three nyaya panchayats. The secretary need not possess legal qualifications but he must ordinarily be a matriculate and he must be given proper training;

(39) A separate cadre of panchayat secretaries may be organised in each State and they may be fitted into some Government Department and given reasonable chances of promotion to higher posts. Disciplinary powers over secretaries may be exercised by the Government either *suo moto* or on reports of nyaya panchayats;

(40) Special Officers, or specified judicial officers may be appointed in consultation with the High Court whenever necessary, to supervise and guide the work of Nyaya Panchayats;

(41) Power to remove any panch on the ground of any disqualification, particularly active association with any political party or with any religious, regional language, caste or communal group as also the power to dissolve any nyaya panchayat found to be not acting judicially may be vested in an appropriate authority. Provision may be made for appeals against such orders in suitable cases;

(42) It may not be necessary to make any provision for appeals from the decisions of nyaya panchayats;

(43) Revisions should lie from the decisions of nyaya panchayats to a senior judicial officer. The revisional authority may interfere only if he is not satisfied as to the correctness, legality or propriety of the decision and should refrain from interfering if he is satisfied that substantial justice has been done;

(44) It is necessary to make provision for the transfer of criminal cases from one nyaya panchayat to another or to a court and in hearing petitions for transfer, courts should not summon

any nyaya panchayat as a witness though they may call for a report from the nyaya panchayat ;

(45) Power to quash civil proceedings before a nyaya panchayat may be allowed, if at all, only on serious grounds like apprehended miscarriage of justice and should be exercisable only by a senior judicial officer such as District Judge who should have the power to mulct an applicant in costs if the application for quashing a proceeding is found to be false, frivolous or vexatious ;

(46) Courts may not be empowered to withdraw cases from nyaya panchayats, but nyaya panchayats may be permitted to transfer a case to a civil or criminal court on the ground of its intricacy etc. ;

(47) Nyaya panchayats should be provided with the basic necessities such as a convenient place to hold sittings, requisite stationery, contingency funds etc. ;

(48) No salary or remuneration may be paid to nyaya panchas, but they should be reimbursed in respect of travelling and other out-of-pocket expenses :

(49) Nyaya panchas should be accorded the status and protection due to them as members of a judicial body and should be treated as ' public servants '. All official agencies, particularly police, should extend the fullest co-operation to them :

(50) There is great need for collecting and disseminating information relating to the work done by nyaya panchayats ;

(51) Devices such as awarding prizes to nyaya panchayats or individual nyaya panchas may be adopted to enthuse the nyaya panchayats to work in a spirit of healthy competition ;

(52) There should be no difficulty in adopting a uniform pattern of Nyaya panchayats in all the States :

4.6. It is learnt that the Ministry of Community Development has in general endorsed the recommendations of the Study Team.

Committee's Recommendations

4.7. The Committee has perused the recommendations of the Study Team and the provisions contained in the draft Nyaya Panchayats Bill and suggest that the recommendations of the Study Team on Nyaya Panchayats, subject to our observations on some of them, as mentioned below, could be accepted and

necessary changes effected in the Bill. The Committee, however, would not recommend the enactment of separate legislation, but, would prefer a chapter on the Nyaya Panchayats to be included in the existing Act.

4.8. The Study Team has recommended the constitution of a Nyaya Panchayat for a group of villages. The Committee has examined this suggestion carefully. If a Nyaya Panchayat is formed for a group of villages, in our opinion, members may not evince sufficient interest in the disposal of cases of other villages. Besides, as for purposes of civic administration, the Village Panchayat is the unit, there is no need for a separate unit for judicial administration. The membership to the Nyaya Panchayat may be restricted to the members of the village community, excluding the members of the Village Panchayat. A Nyaya Panchayat may be established for a village panchayat and not as recommended by the Study Team, for a group of villages.

4.9. In our opinion, each Panchayat should, in the manner prescribed, elect from among members of village community five persons who are not less than 30 years of age and are able to read and write the regional language fairly and fluently. From among the five, one seat may be reserved for scheduled castes and one for women. The procedure mentioned in the Bombay Nyaya Panchayats (Election Procedure) Rule, 1959 could be adopted.

Term of office of Nyaya Panchas

4.10. The suggestion to provide in the law the method by which the term of office of Nyaya Panchayats should be staggered in order to provide for the continuity of service of trained members, though admirable, may not be feasible at the moment, and we would prefer the term of office of the member of a nyaya panchayat to expire with the term of the Panchayat which elected him.

Suits and offences Triable by Nyaya Panchayats

4.11. In regard to civil cases, the upper pecuniary limit of civil jurisdiction is recommended to be fixed at Rs. 100 and with consent of the parties, it may be upto Rs. 500.

4.12. The Study Team on Nyaya Panchayats has recommended a long list of offences under the I.P.C. in respect of which powers may be vested in the Nyaya Panchayats. Our bill includes only 12 sections of the I.P.C. As under the proviso to sub-clause (2) of clause 3 of the Bill, the Government has powers to withdraw all or any of the judicial powers conferred, it would appear that the list could be adopted, but, instead of Government, the Additional District Magistrate may issue by notifications, the powers that could be vested with them from time to time.

4.13. So far as period of limitation is concerned, the provisions of the Indian Limitation Act would apply in respect of suits and offences.

Offences under Mysore Village Panchayats and Local Boards Act

4.14. The Nyaya Panchayats should be enabled to try offences under the Panchayat Act. We recommend that the following offences under the Mysore Village Panchayats and Local Boards Act 1959 should be also triable by the Nyaya Panchayats :

- (1) Erecting or re-erecting any building without permission ;
- (2) Obstruction and encroachment upon public streets, grazing lands and open sites ;
- (3) Destruction or defacement of any number or sub-number of premises or part thereof ;
- (4) Contravention of rule ;
- (5) Contravention of Bye-law ;

Offences under Mysore Compulsory Primary Education Act

4.15. Under the provisions of Section 16 (i) (b) of the Mysore Compulsory Primary Education Act, 1961, there is a provision for the constitution of a Primary School Panchayat Court, which shall consist of the following :

- (a) The Chairman of the Village Panchayat or the Town Panchayat, as the case may be ;
- (b) The Vice-Chairman of the Village Panchayat or the Town Panchayat, as the case may be ;
- (c) The lady member of the Village Panchayat or the Town Panchayat as the case may be, appointed by the Director.

4.16. The Committee is of the view that the powers to try offences under the Mysore Compulsory Primary Education Act, could be vested with the Nyaya Panchayats to be constituted, instead of the Primary School Panchayat Court.

4.17. The following offences may be tried by the Nyaya Panchayats:

- (1) Failure to send the child to an approved school; (Section 9);
- (2) Employing a child in a manner which prevents it from attending an approved school (Section 10).

4.18. In case, due to various reasons, the Nyaya Panchayat is not able to decide the case within six months of its institution, a provision must be made in the law for its being decided by the competent civil or criminal court.

CHAPTER V

TALUK DEVELOPMENT BOARDS—CONSTITUTION AND COMPOSITION.

5.1. As we have already stated in Chapter II, the constitution of the Taluk Development Board has to be changed to provide for a relationship between the Panchayats and the Taluk Development Board. Our attention has been invited to the methods of elections that prevail in various States to the Panchayat Samitis/Taluk Panchayats/Panchayat Unions.

Direct Versus Indirect Elections

5.2. During the tours of the Committee, arguments have been advanced for and against changes in the existing constitution of the Taluk Development Board. While the Panchayats have urged that only Panchayat Chairman should be the members of the Taluk Development Board, the Taluk Development Boards have been divided in their opinion. Some have favoured the existing system while many would prefer two-thirds of the total number of members to be directly elected and one-third to be indirectly elected from among the members of all the village Panchayats in the Taluk.

5.3. In the neighbouring States of Andhra Pradesh and Madars, the Chairman of Panchayats are ex-officio members of the Panchayat Samithi/Unions. In Maharashtra, a certain

number of Sarpanchas are elected to the Panchayat Samithis in the manner prescribed. The number of Panchayat Chairmen in Panchayat Samithis in Andhra Pradesh and Madras might vary from 40 to 60 or 70 and in order to overcome the obvious drawbacks of such a large number, various Statutory Committees are entrusted to perform specified functions and exercise such other powers as the Panchayat Samithi or Government, as the case may be specify.

5.4. As per the existing constitution of the Taluk Development Board, the number of seats determined for a taluk with a population of less than one lakh is 15 and or a taluk with a population of a lakh and above is 19. It is desirable that the Panchayati Raj institutions to the extent possible should be small and compact bodies and the number of members particularly in the Taluk Development Board should be such, as would enable it to function effectively.

5.5. The Taluk Development Board is the important middle tier institution, and considering the functions and responsibilities that we visualise for it, in our view, the Board should be partly directly elected by adult franchise and partly indirectly elected to represent the Panchayats.

5.6. It follows, therefore, that we are not in favour of the Chairmen of all Panchayats being ex-officio members of the Taluk Development Board. In order to provide an opportunity for talented and experienced persons from among the members of Panchayats to participate in the affairs of the Taluk Development Board, we would recommend that indirect elections to the prescribed number of seats in the Taluk Development Board should be from among the members of all Panchayats in the Taluk.

5.7. In the next chapter, we are recommending that the Zilla Parishad should be a substantively directly elected body. It may be argued that direct elections at three levels would entail considerable waste of effort and money and it would suffice if direct elections are held at two levels. Considering the powers and functions that we propose for the Taluk Development Boards and the Zilla Parishads respectively, we are of the view that

direct elections are unavoidable at all three levels. The argument that elections would be fought on political considerations that are not relevant to local problems and that they might contribute to corruption in the body politic, is based, in our view, on an incorrect understanding of the functioning of democratic procedures and elections. While the play of politics is bound to be therein a democratic system, the other danger mentioned as inherent in indirect elections also where it affords scope for people with means and position to pollute the course of elections by dubious methods and malpractices. Considering all factors, therefore, we would prefer direct elections to half the number of seats. All said and done, the general public would have a sense of direct participation in the formation of their institutions and they would throw a proper type of leadership which should be more responsive to the people and command better respect from them. Such elections are preferable since the very object of election is to secure the representation of the views and wishes of the general population.

Constitution of the Taluk Development Board

5.8. As per the First Figures of the 1961 Census of Mysore State, there are, out of 172 taluks, 70 taluks within the population range of one lakh to a lakh and fifty thousand ; 20 taluks with a population ranging from one lakh and fifty thousand to two lakhs and four taluks above two lakhs. In view of these wide differences, in the population of taluks, an uniform strength of 19 members for taluks with a population of a lakh and above would not be equitable. After careful consideration of all factors, we recommend that the strength of any Taluk Development Board should not be less than 15 and not more than 25, the number of seats determined for the taluks being calculated on the following basis:—

(a) For a population not exceeding 60,000	..	15 Seats.
(b) For a population of 60,000 and more but not exceeding 90,000	.. ..	17 Seats.
(c) For a population of 90,000 and more but not exceeding 1,30,000	.. ..	19 seats.
(d) For a population of 1,30,000 and more but not exceeding 1,75,000	.. ..	21 Seats.

- (e) For a population of 1,75,000 and more but not exceeding 2,25,000 . . . 23 Seats.
- (f) For a population of 2,25,000 and above . . . 25 Seats.

Out of the total number of members, the number required to form the bare majority shall be directly elected by adult franchise and the rest indirectly elected from among the members of Panchayats within the taluk. For example, if the total membership in a taluk is 23, 12 shall be directly elected and 11 shall be indirectly elected. For purposes of direct election, the taluk should be divided into territorial constituencies on population basis and the number of seats determined in each constituency should not be less than 2 and more than 3. The exact number may be determined as per the rules framed in this behalf. For purposes of indirect election, single member territorial constituencies, based on population, may be formed.

5.9. From among the directly elected category, there should be reservation of seats for women and Scheduled Castes. The number of seats reserved for the Scheduled Castes should bear, as nearly as may be, the same proportion to the total number of seats in the Taluk Development Board, as the population of the Scheduled Castes in the taluk bears to the total population of the taluk. If the seat so determined is only one in number, reservation shall be from among the directly elected category. If it is two or three, the reservation shall be for one seat from the indirectly elected category. If it is four, it shall be equally divided between directly and indirectly elected categories. The number of seats for women shall not exceed two. If only one seat is reserved, it shall be from the directly elected category. If two seats are reserved, one shall be from the directly elected category and the other from indirectly elected category.

Representation to Co-operatives

5.10. In order to give representations to the Co-operatives at the taluk level, we recommend that the Chairman of the Taluk Marketing Society shall be an associate member of the concerned Taluk Development Board without voting rights.

Honorarium for President

5.11. At the moment, the Taluk Development Board Presidents are in receipt of a consolidated allowance of Rs. 2,000 per annum. Considering the functions of the Taluk Development Board, we expect the President of the Taluk Board to devote his full attention to the Board's work and intensively tour in the taluk. Therefore, we recommend that he may be paid an honorarium of Rs. 150 per month and a Fixed Travelling Allowance of Rs. 100 per month.

Representation to Municipalities and members of State Legislature and Parliament.

5.12. Our views on the question of the representation of members of the State Legislature and Parliament on the Taluk Development Boards and Zilla Parishads is discussed in the next chapter. The question of giving representation to Municipalities on Taluk Development Boards is also discussed in the next chapter.

CHAPTER VI

ZILLA PARISHAD—CONSTITUTION AND COMPOSITION

6.1. The need for a statutory body called the Zilla Parishad at the district level has been accepted. The composition and constitution of the district body now remains to be considered.

6.2. Since the need for a relationship between the Taluk Development Board and the Zilla Parishad is acknowledged, all Presidents of the Taluk Development Boards would be ex-officio members of the Zilla Parishad.

Constitution

6.3. According to our recommendations, the Zilla Parishad would be a fairly strong executive body entrusted with the over-all responsibility of planning and implementation of developmental programmes of a district character. The Zilla Parishad should be a broad based body. It should be responsible

to the people and have the requisite political stature. Hence, it should, in our opinion, be mainly directly elected. Since we do not desire that the Zilla Parishad should be an unwieldy body, we recommend that there should be one directly elected seat for a population that may range from 35,000 to 50,000 calculated according to the following formula.

6.4. The district shall be divided into electoral divisions with a population ranging from 35,000 to 50,000. In more populous districts, one electoral division may be determined for approximately 50,000 population and in the more thinly populated districts, it may be determined for population of 35,000 40,000 or 45,000, as deemed fit, so however, that the total number of directly elected members in such a manner should not be less than 8 and not more than 32 in any district. It may be ensured that the total of the number of the directly elected members and of the Presidents of the Taluk Development Boards will be an odd number.

6.5. The number of seats for women may be one if the number of directly elected seats is less than 20 and two if it is more than 20. The number of seats reserved for Scheduled Castes shall bear as nearly as may be the same proportion to the total number of seats in the Zilla Parishad as the population of Scheduled Castes bears to the total population of the district.

6.6. In October 1962, the erstwhile Bangalore District was bifurcated and two Districts known as Bangalore Rural District and Bangalore Urban District were created. The Bangalore Urban District consists of the two Taluks of Bangalore North and Bangalore South. The Deputy Commissioner of this District is also the Chairman of the City Improvement Trust Board.

6.7. Once the post of the Commissioner of Police for the Bangalore Metropolitan area is created, many of the magisterial functions of the Additional District Magistrate would be transferred to the commissioner for Police. The entire developmental functions in the District will be transferred to the Zilla Parishad. Considering all these factors, we recommend that the existing two districts may be merged into one.

The Deputy Commissioner Bangalore District would thereafter be able to effectively attend to revenue administration and other miscellaneous work. He could also be appointed as the Chairman of the City Improvement Trust Board.

6.8. To act as a guide, we have indicated in Annexure 'D' the number of seats that could be filled up by direct election to the Zilla Paishad of the various districts, the number of seats reserved for Scheduled Caste and Women therein. The exact number to be determined for each district will be governed by the principle mentioned in para 6.4.

Members of State Legislature and Parliament

6.9. The question, whether the members of the State Legislature and Parliament should be members of these bodies either with or without a right to vote, or hold office, has engaged the attention of many. This subject was also discussed in the annual conference of the State Ministers for Community Development and the conference of the Development Commissioners. It is represented that Legislators are engaged for a major part of the year both in connection with the work of the Legislature and various other administrative committees. They have found it difficult to attend the meetings of the Taluk Development Boards and District Development Councils even as they exist now and if both these bodies have additional executive functions to perform, it would not be possible, for the legislators to actively participate in the deliberations of these bodies. Local leaders who represent smaller constituencies would be better able to attend to local problems. An opportunity has to be provided for growth of local leadership. With training and experience in local administration, local leaders can shoulder higher responsibilities in public life. The Committee, has given careful thought to these views and find considerable merit in them. Hence, in our view, it would not be fair to burden the legislators with membership rights in the Taluk Development Boards and Zilla Parishads. If however, it is still felt that they should be connected with these bodies, we would recommend that they should be associate members without a right to vote or hold office.

Representation to Co-operatives

6.10. In order to give representation to Co-operatives in the Zilla Parishad, we recommend that the President of the District Central Co-operative Bank and Chairman of such other district level co-operative institutions as the Government may specify by notification, for each district, shall be associate members of the concerned Zilla Parishad.

Representation to Municipalities

6.11. In order to have a uniform law governing municipalities in the whole State, a Bill has been introduced in the Legislature. The Bill, it is learnt, provides for the constitution of Municipalities for towns with population of 10,000 and above. Since these municipal areas will have their own area of operation, powers of taxation etc., we feel there is no need for associating Chairmen of these Municipalities as associate members of the Taluk Development Board/Zilla Parishad. However, for some time to come, frequent consultations between Taluk Development Boards, Zilla Parishads and the Municipalities might be necessary on matters of mutual interest. Therefore, it seems desirable that Zilla Parishad or Taluk Development Board might be empowered to invite Presidents of such of the Municipalities as they deem necessary to attend their meetings to discuss matters of mutual interest.

Honorarium to President Zilla Parishad

6.12. As the President of the Zilla Parishad will have considerable responsibilities and functions to perform, it is necessary to sanction him an honorarium. Besides he would have to take up residence in the headquarters of the Zilla Parishad. Considering all factors, we recommend that the President may be paid an honorarium of Rs. 500 per month by the Zilla Parishad and he should be entitled, without payment of rent, to the use of a moderately furnished residence throughout his term of office or in lieu of such residence, a house allowance at such rate as the State Government may determine by general or special order.

Honorarium to Vice-President Zilla Parishad

6.13. In Chapter VII we have recommended that the Vice-President of the Zilla Parishad shall be member and Chairman of the Education Committee of the Zilla Parishad. This Committee will be responsible for performing all functions and duties pertaining to Primary and Secondary Education. It will supervise the functioning of the entire educational programme and exercise overall supervision over the schools in the district. The Vice-President will have to be delegated certain administrative and financial powers. In our view, the Vice-President will have to devote a considerable portion of his time to Zilla Parishad work and would have to tour intensively. Hence, we would recommend that he should be paid an honorarium of Rs. 300 per month. For tours he may draw T.A. as per rules.

Role of Deputy Commissioner

6.14. The question on whether the Deputy Commissioner of the District should or should not be a member of the Zilla Parishad or whether he should function as Chief Executive Officer of the Zilla Parishad, has been carefully considered by us. The Deputy Commissioner functions as the 'eyes and ears' of Government in the district and as a generalist administrator, he attends to all functions or matters which are not dealt with by any department at the district level. The Deputy Commissioner is the head of the revenue administration and as the Additional District Magistrate, he has the responsibility of enforcing law and order in the district. He is also vested with administrative and regulatory powers under numerous Acts that are in force for the time being. Experience has shown that he has not been able to function effectively as a co-ordinator of the activities of the development departments, partly because of over-work and partly because he has no direct authority over the district officers. He has also not been able to devote adequate attention to the supervision and inspection of the local bodies. Since the Zilla Parishad will be entrusted with all functions of a district character, it requires a full-time officer to function as its Chief Executive Officer. If the Deputy Commissioner is appointed as the Chief Executive Officer of the Zilla Parishad, he will not be

able to devote attention to revenue administration and important matters like general elections, land reforms, land requisition and other duties devolving him under the various acts. Considering all these factors, therefore, we feel that the Deputy Commissioner should be kept outside the Zilla Parishad. Besides, it is contemplated that the Deputy Commissioner will also be vested with certain emergency powers of control over the Taluk Development Boards and Zilla Parishads and on this account also, it is not desirable that he should be a member of the Zilla Parishad.

6.15 By keeping the Deputy Commissioner outside the Zilla Parishad, Government could utilise him to obtain independent reports on the manner in which the Panchayati Raj institutions are functioning in the districts. He could also be made responsible for the coordination and implementation of the State Sector schemes in the district.

CHAPTER VII

FUNCTIONS AND DUTIES

1. *General*

7.1. The Village Panchayet, Taluk Development Board and the Zilla Parishad will be institutions organically linked with each other. With this end in view their duties and functions shall be so demarcated that no confusion or overlapping, as far as possible, occurs and that there is no unnecessary duplication of duties or shifting of responsibilities from one to the other. To ensure and safeguard this, specified duties and functions have to be assigned to each of these bodies. We have detailed in this Chapter the functions and duties of the various bodies.

7.2. However, at this stage, we would like to mention that even after the vesting of certain functions to the Zilla Parishad there would be schemes of a State sector for the implementation of which it may not be necessary to have separate staff at the district level. We would, therefore, suggest that the functions of a State character at the moment performed by the district officers should be conveniently entrusted to the local bodies, unless there are very special reasons for not doing so. This will avoid duplication of effort, staff and equipment.

2. Village Panchayats

7.3. The functions of Panchayats as enumerated in Sections 42 and 43 of the present Act are satisfactory, but, the distinction made between obligatory and discretionary functions, in our view, is unnecessary. The Village Panchayats may be trusted to use their discretion to utilise the funds at their disposal according to the priorities which they themselves lay down considering their needs. We would suggest, therefore, that the functions of Panchayats may be rearranged as under and it shall be the duty of the Panchayat as far as funds at its disposal will allow to make reasonable provisions in regard to those matters :—

Sanitation and Health

(1) Construction, repair and maintenance of public wells, ponds and tanks and supply of water for domestic use and for cattle.

(2) Sanitation, conservancy, prevention and abatement of nuisances.

(3) Construction and maintenance of public latrines.

(4) Disposal of unclaimed corpses and carcasses and unclaimed cattle.

(5) Regulating the collection, removal and disposal of manure and sweepings.

(6) Preventive and remedial measures against epidemics.

(7) Regulation of sale and preservation of meat, fish and other perishable articles of food.

(8) Maintenance and regulation of burning and burial grounds.

(9) Encouragement of human and animal vaccination.

(10) Construction and maintenance of slaughter house.

(11) Regulation of buildings, shows, shops, eating and other entertainment houses.

(12) Relief for the destitute and sick.

(13) Destruction of rate and stray and ownerless dogs.

(14) Regulating the curing, tanning and dyeing of skins and hides.

(15) Assisting in extinguishing fires.

(16) Regulating, checking and abating of offensive or dangerous trades.

(17) Cleaning of public roads, drains, bunds, tanks and wells (other than tanks and wells used for Irrigation) and other public places or works.

Public Works (including Amenities).

(18) Construction, repair and maintenance of roads, drains, bunds and bridges within the jurisdiction of the Panchayat.

(19) Removing of obstructions and projections in public streets or places and in sites not being private property which are open to the enjoyment of the public whether such sites are vested in the Panchayat or belong to Government.

(20) Maintenance and regulation of buildings handed over to Panchayats or of Government Buildings under the control of the Panchayats, grazing lands, tanks and wells, meant for drinking water purposes.

(21) Lighting of the village.

(22) Regulation of fairs (including cattle fairs) and festivals of village or local importance or those that are entrusted to it by Zilla Parishads.

(23) Planting and preservation of trees.

(24) Construction and maintenance of Dharmashalas, Choultries and other similar institutions.

(25) Establishment and maintenance of markets.

(26) Construction and maintenance of houses for the Conservancy staff of the Panchayat and Village Functionaries.

(27) Construction and maintenance of buildings for Ware Houses, shops, purchasing centres and such others.

(28) Lay out and maintenance of play grounds for children and of public gardens.

Agriculture

(29) Promotion and development of economic conditions with special reference to agriculture.

(30) Provision and maintenance of compost pits.

(31) Establishment of Gardens.

Animal Husbandry

(32) Improvement of cattle and their breeding and the general care of the live-stock.

Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes

(33) Promotion of educational, economic, social cultural and other interests of the Scheduled Castes, Scheduled Tribes and Other Backward Classes.

(34) Protecting them from social injustice and all other forms of exploitation.

Miscellaneous

- (35) Preparation of plans for the development of the area within the Panchayat.
- (36) Assisting the implementation of Soil Conservation programmes of the State Government.
- (37) Establishment and maintenance of village libraries and reading rooms.
- (38) Assistance to the residents when any natural calamity occurs.
- (39) Management and control of washing and bathing ghats which are not managed by any other authority.
- (40) Promotion, improvement and encouragement of cottage industries.
- (41) Organising Village Volunteer Force for performing community Labour, etc.
- (42) Management of minor muzrai institutions.
- (43) Encouragement and development of co-operation.
- (44) Maintenance of essential statistics of the village.
- (45) Watch and ward of village and crops therein.
- (46) Development of village forests and farm forestry.
- (47) Maintenance of records relating to the survey of village sites and public and private properties therein (if entrusted by the Zilla Parishad).
- (48) Establishment and maintenance of cattle pounds.
- (49) Such other functions as may be entrusted to it by the Taluk Development Board, Zilla Parishad or Government on such terms and conditions as may be prescribed, as for example, functions mentioned in Sections 44, 45 and 46 of our Act.

Committees of Panchayat

7.4. The Panchayat shall have three Committees for exercising such of its powers and in performing such of its functions and duties as the Panchayat may assign to each Committee.

(1) A Production Committee for performing functions relating to Agricultural Production, Animal Husbandry and Industries ;

(2) A Committee for the Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes, for performing functions relating to

(a) promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and Other Backward Classes ;

(b) protecting them from social injustice and all other forms of exploitation ;

(3) An Amenities Committee to perform functions in respect of Education, Public Health, Public Works and rest of the functions of the Panchayat.

7.5. Each Committee shall consist of not less than three and not more than five members including the Chairman who is ex-officio member and Chairman of all these Committees.

7.6. Each such Committee shall be competent to co-opt members of farmers clubs, Mahila Mandals, Yuvak Clubs and other similar bodies.

Functions of the Chairman of Panchayat

7.7. In our Act, the functions of the Chairman of the Panchayat have not been detailed. The following could be the powers and functions of the Chairman :—

- (a) Convene meetings of the Panchayat ;
- (b) Have access to the records of the Panchayat ;
- (c) Exercise supervision and control over the acts and action taken by all officers and servants of the Panchayat ; and
- (d) Discharge duties specially imposed and exercise all powers conferred on the Chairman of the Panchayat.

7.8. The Panchayats may also make provision for carrying out within the village any other work or measure which is likely to promote the health, safety, education, comfort, convenience, social or economic well-being of the inhabitants of the village.

7.9. The Panchayat may, by a resolution supported by two-thirds of the total number of members, contribute to the funds of organisations at the State, Inter-State or all India level for promotion of local government or towards any exhibition, conference or seminar relating to its functions or functions of the Taluk Development Board or Zilla Parishad within or outside the village but within the district provided that an expenditure not exceeding Rs. 25 shall be incurred on any such contribution or expenditure on any such exhibition, conference or seminar except with previous sanction of the Taluk Development Officer.

3. *Taluk Development Boards*

7.10. The existing functions of Taluk Development Board have been briefly enumerated in Chapter I of the report. The Taluk Development Board would be an important body with many plan and non-plan schemes transferred to it for implementation. In our view, there is no need to separately classify the functions into obligatory and discretionary. It would be sufficient if the matters for which reasonable provision should be made by the Taluk Development Board are indicated.

7.11. In the next chapter, we have recommended that primary education should be managed by the Zilla Parishad. However to decentralise authority and functions, the Taluk Development Boards should be delegated with powers relating to supervision, location of primary schools, administrative control over staff, transfers within the taluk, etc.

7.12. We have contemplated that all schemes of a local character should be handled by the Taluk Development Boards/ Zilla Parishads with a view to avoid overlapping or duplication of effort in any direction and to ensure that the scarce resources are utilised to the maximum advantage of all concerned. It has been represented to us that the implementation of schemes for the welfare of Scheduled Castes, Scheduled Tribes and other backward classes through the Taluk Development Boards has not been quite satisfactory. It was pointed out that due to vested interests and other factors, really deserving people have many a time not derived benefits and that grants also have not been distributed promptly. We found that the grants many a time were communicated late by Government and the delays and defects are due to a variety of reasons and not entirely due to delay in sanction by the Taluk Development Boards. These fears should be removed by suitable safeguards. What is required is an agency to keep a vigilant watch on the implementation of all amelioration schemes relating to the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes.

7.13. One of the Committees of the Zilla Parishad should exclusively devote its attention to supervising and inspecting the social welfare work of the Taluk Development Boards to verify whether the grants have been distributed properly, records are

- (3) Controlling contagious diseases by system of protection ;
- (4) Distribution of improved cattle, poultry and sheep ;
- (5) Introducing improved grass and cattle feeds and providing for their storage ;
- (6) Organisation of cattle shows and rallies.

IV. *Forests*

- (1) Development of village forests and farm forestry ;
- (2) Tree planting.

V. *Health and Rural Sanitation*

- (1) Primary Health Centres and Rural Dispensaries ;
- (2) Opening of Rural Ayurvedic Dispensaries ;
- (3) School Health Services ;
- (4) Vaccination, Maternity and Child Welfare Centres ;
- (5) Family Planning ;
- (6) Mid-day Meal Scheme ;
- (7) Establishment and control of shandies ;
- (8) Regulation of fairs (including cattle fairs) and festivals as are entrusted to it by the Zilla Parishad ;
- (9) Provide for health and protection to the people against epidemics.

VI. *Communications*

- (1) Construction and maintenance of inter-village roads ;
- (2) Provide necessary assistance for construction and maintenance of village approach roads ;
- (3) Public Ferries.

VII. *Education—Social Education*

- (1) Preparing and implementing the programme of constructing buildings for primary schools ;
- (2) Assisting educational activities of Gram Panchayats and Town Panchayats ;
- (3) Enforcing in the Taluk, the law relating to compulsory education ;
- (4) Conducting and encouraging libraries, reading rooms and other cultural activities ;
- (5) Assisting the propagation of pre-primary education ;
- (6) Provision of equipment and play grounds for primary schools ;
- (7) Establishing institutions for rendering social services such as Youth Clubs ; Women Clubs and Farmers' Associations and encouraging any such institutions if already established ;

- (3) Controlling contagious diseases by system of protection ;
- (4) Distribution of improved cattle, poultry and sheep ;
- (5) Introducing improved grass and cattle feeds and providing for their storage ;
- (6) Organisation of cattle shows and rallies.

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- (5) Assisting the propagation of pre-primary education ;
- (6) Provision of equipment and play grounds for primary schools ;
- (7) Establishing institutions for rendering social services such as Youth Clubs ; Women Clubs and Farmers' Associations and encouraging any such institutions if already established ;

- (8) Implementation of schemes of Adult Literacy undertaken by any other body;
- (9) Organisation of Village Volunteer Force;
- (10) Encouraging physical and cultural activities;
- (11) Promoting children's activities.

VIII. *Industries*

- (1) Giving of grant-in-aid and loans to Co-operatives and individual craftsmen;
- (2) Promotion and development of cottage and village industries;
- (3) To improve the skills of artisans;
- (4) To popularise improved implements;
- (5) Implementation of schemes for the development of Cottage Industries, Village and Small-scale Industries of State and All India Boards.

IX. *Co-operation*

- (1) Promotion and extension of the Co-operative movement.

X. *Welfare of Women and Children*

- (1) Implementation of schemes for women and children welfare and maintaining women and children welfare centres;
- (2) Education Centres;
- (3) Crafts Centres;
- (4) Tailoring Centres.

XI. *Rural Housing*

- (1) Rural Housing.

XII. *Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes*

- (1) Promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and other backward classes;
- (2) Protecting them from social injustice and all other forms of exploitation;
- (3) Programme for welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes including giving assistance to individual cultivators in the form of loans and subsidies for the purchase of agricultural requisities;
- (4) Giving financial assistance to individual artisans in the form of loans and subsidies for cottage industries and professions;
- (5) Establishment of handicraft centres;

(6) Starting of Ashram centres and the maintenance of buildings;

(7) Construction of residential schools;

(8) Formation of Agricultural colonies for Scheduled Castes;

(9) Housing;

(10) Sinking of wells and repairs to old wells;

(11) Removal of untouchability;

(12) Establishment and maintenance of hostels and schools for Scheduled Castes and Scheduled Tribes and other Backward Class students; including giving grant to such hostels for construction and maintenance of hostels and supply of other aids to such institutions and schools but excluding hostels at the district level or for areas larger than a district;

(13) Development of communications in the backward areas;

(14) Award prizes to villages which do outstanding work in the removal of untouchability;

(15) Organisation of Training Camps.

XIII. Minor Irrigation

Construction, renovation and maintenance of minor irrigation works as an agent of the Zilla Parishad.

XIV. Fisheries

Development of Fisheries in tanks vested with them for maintenance by the Zilla Parishad.

XV. Rural Water Supply

(1) Construction and repair of public wells, tanks and water works which serve more than one Panchayat;

(2) Supply of water from them and preservation from pollution of water for drinking and cooking purposes;

(3) Protected water supply for fairs in rural areas.

XVI. Miscellaneous

(1) Provision of Emergency Relief in case of distress due to fire, floods and epidemics and other widespread calamities, inclusive of voluntary efforts;

(2) Perform such other functions as may be entrusted to it by the Zilla Parishad or Government, on such terms and conditions as may be determined.

Committees

7.16. At the moment under Section 124 of our Act, every Taluk Development Board shall constitute following Sub-Committees by election :—

- (1) Standing Committee;
- (2) Audit Committee;
- (3) Public Health Committee.

7.17. The functions of these Committees have been detailed in Sections 125 and 126 of the Act. Section 127 provides for the appointment of committees for specific purposes.

7.18. The Taluk Board should ordinarily meet once in a month. Since important functions pertaining to primary education, veterinary, agriculture, public health, women and children welfare, welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes, etc., are entrusted to the Taluk Development Board, we would recommend the establishment of the following Committees ;

(1) *The Standing Committee* which shall

(a) frame the budget and enumerate policies to be adopted by the Board before submitting to the Board ;

(b) perform functions pertaining to communication, rural housing, buildings and emergency relief during times of distress ;

(c) accord financial and administrative sanctions to works and schemes ;

(d) exercise emergency powers for directing execution or stoppage of any work or the doing of any act which requires the sanction of the Board and the immediate execution or doing of which is, in its opinion, necessary for the health and safety of public and may direct that the expense of executing such work or doing such act shall be paid from the Taluk Board fund. The Standing Committee shall not act in contravention of any order of the Board ;

(2) *An Education and Health Committee* for performing

(a) functions and duties pertaining to education and other literacy and collateral activities as the Board may assign to it ;

(b) functions relating to public health, hospitals, health centres, sanitation, water supply, vaccination and family planning.

(3) *A Committee for the Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes* for performing functions relating to

(a) promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and Other Backward Classes ;

(b) protecting them from social injustice and all other forms of exploitation ;

(c) removal of Untouchability ;

(4) A *Production Committee* for performing the functions and duties pertaining to

(a) Agriculture ;

(b) Animal Husbandry ;

(c) Co-operation ;

(d) Rural Industries ; and

(e) Other amenities programmes.

7.19. The total number of members in each Committee shall not be more than 7 and not less than 3. The Taluk Development Board may appoint other Committees for any purpose other than those defined above and such Committees shall cease to exist on completion of the specified purpose.

7.20. The President of the Taluk Development Board shall be *ex-officio* member and Chairman of all the Committees excepting the Education and Health Committee. The Vice-President shall be the member and Chairman of the Education and Health Committee.

7.21. The Education and Health Committee shall co-opt two members from amongst persons having experience in the field of education and normally residing in the Taluk.

Functions of the Education Committee

7.22. In regard to education, the Education and Health Committee may attend to the following functions :—

(a) To assist the Zilla Parishad in conducting and reviewing educational surveys and in preparing and implementing Five-Year Plan for the development of education and all other educational activities entrusted to it.

(b) To provide adequate accommodation and equipment for Primary Schools.

(c) To determine the exact location of Primary Schools ;

(d) To supervise working of all Primary Schools and of such other educational institutions under the control of the Zilla Parishad as that Parishad may decide from time to time.

(e) To exercise such powers over the staff employed in Primary Schools and other educational institutions under the control of the Zilla Parishads as may be delegated to it from time to time.

(f) To supervise the activities of the Gram Panchayats and Town Panchayats within the jurisdiction of the Taluk Development Boards to ensure that each such Panchayat pays its contribution to the school funds, if any, and to bring the cases of default to the notice of the District Educational Officer and generally to guide them to maintain and improve the Primary School or Schools in their charge.

(g) To construct new buildings for Primary Schools and to carry out special repairs.

(h) To inform, and, if necessary, to advise the Zilla Parishad generally on all matters connected with Primary Education and other educational activities undertaken by the Zilla Parishad in the taluk.

(i) To carry on propaganda in the taluk for the expansion and improvement of education in general and primary education in particular.

(j) To exercise such other powers and to perform such other duties as may be delegated to it by the Zilla Parishad from time to time.

(k) To hire buildings for Primary Schools with the sanction of the Taluk Development Board on reasonable rent, which shall be certified by the competent authority.

(l) The supervision of individual Primary Schools.

The Education Committee shall perform such functions, exercise such powers and discharge such duties of the Taluk Development Board as may be assigned to it by the Taluk Development Board.

7.23. All Committees shall meet once in a month. All Committees shall be reconstituted every two and a half years. The work of all the Committees will be reviewed by the Taluk Development Board once in every two months.

Certain other powers of the Taluk Development Board

7.24. The Taluk Development Board may, with the previous sanction of the Zilla Parishad, incur expenditure on medical, educational or charitable relief within or without its jurisdiction if its finances permit.

7.25. The Taluk Development Board may also make provision for carrying out within the Taluk any other work, major scheme

or project which is likely to promote the health safety, education, comfort, convenience or social or economic or cultural well-being of the inhabitants of the taluk or part thereof including Secondary Education, when it is resolved upon by the Taluk Development Board by the votes of not less than two-thirds of the total number of members of the Taluk Development Board.

7.26. The Taluk Development Board may, by a resolution supported by two-thirds of the total number of members, contribute to the funds of organisations at the State, Inter-State or All India Level for promotion of Local Government or towards any exhibition, conference or seminar relating to functions of Village Panchayats, Taluk Development Boards and Zilla Parishads, within or outside the taluk, but, within the district, provided that expenditure not exceeding Rs. 50 shall be incurred on any such contribution or expenditure without previous sanction of the Chief Executive Officer of the Zilla Parishad.

Functions of the President and Vice-President

7.27. The powers and functions of the President of the Taluk Development Board may be as under :—

- (a) Convene, preside and conduct the meetings of the Taluk Development Board ;
- (b) Have access to the records of the Taluk Development Boards ;
- (c) Discharge all duties imposed and exercise all the powers conferred on him by or under the Act or delegated to him by the Taluk Development Board ;
- (d) Watch over the financial and executive administration of the Taluk Development Board and submit to the Taluk Development Boards all questions connected therewith which shall appear to him to require its orders ;
- (e) Exercise administrative supervision over the Taluka Development Officer for securing implementation of resolutions or decisions of the Taluk Development Board or of the Committees thereof ;
- (f) Call for any information, return or statement, account or report from any officer or the servant working under the Taluk Development Board ;
- (g) Enter on and inspect any immoveable property in the Taluk occupied by the Zilla Parishad or any institution in the Taluk under the control and management of the Zilla Parishad or the Taluk Development Officer or any work or development schemes in progress in the Taluk undertaken by the Zilla Parishad or Taluk Development Board or under its direction.

7.28. The Vice-President of the Taluk Development Board may—

(a) in the absence of the Chairman, preside at the meeting of the Taluk Development Board ;

(b) exercise such powers and perform such duties of the President as the President, from time to time, may delegate to him ;

(c) exercise powers and perform the duties of the President pending election of the President or during the absence of the President on leave.

7.29. The Vice-President shall have the same powers of entering on and inspecting any immovable property or any work, as the President.

7.30. Government have directed the Assistant Commissioners of Sub-Divisions to write the confidentials of the Block Development Officers after obtaining the remarks of the Taluk Development Board Presidents on the work and performance of the Block Development Officer. We recommend that this procedure may continue with the difference that the Chief Executive Officer of the Zilla Parishad should obtain the remarks of the Taluk Development Board President, before writing the confidentials of the Block Development Officer.

Change in designation of Chief Executive Officer

7.31. Since we are recommending the creation of a post of Chief Executive Officer of the rank of a Deputy Commissioner for the Zilla Parishad, we would suggest in order, to avoid confusion, that the Block Development Officer may be designated as Taluk Development Officer.

Functions of the Taluk Development Officer

7.32. The powers and functions of the Taluk Development Officer of the Taluk Development Board may be as follows :—

(a) Subject to the general order of the Chief Executive Officer of the Zilla Parishad, grant leave of absence to officers or servants of Class III service or of Class IV service of the Zilla Parishad working under the Taluk Development Board ;

(b) Call for any information, return, statement, account, report or explanation from any such Officer or servant ;

(c) Have the custody of all papers and documents connected with the proceedings of the Taluk Development Board ;

(d) Except otherwise provided, exercise executive powers in the Block for the purpose of carrying out the provisions of the Act and draw and disburse money out of the grant or grants payable to the Taluk Development Board ;

(e) In relation to works and development schemes to be undertaken from Block grants, exercise such powers of sanctioning, acquisition of property or sale or transfer thereof as may be specified by the State Government ;

(f) Shall exercise such powers of supervising and control over the acts of officers and officials serving with the Taluk Development Board as may be delegated to him by the Chief Executive Officer of Zilla Parishad ;

(g) Shall assess and give his opinion confidentially every year on the work of the officers serving with the Taluk Development Board and forward them to such authorities as may be prescribed by the State Government ;

(h) exercise such other powers or duties as may be delegated to him by the Chief Executive Officer of the Zilla Parishad or as may be prescribed by the State Government.

(4) *Zilla Parishad*

7.33. In chapter I, the need for the constitution of an executive body at the district level has been explained. Though the Village Panchayats ; Taluk Development Boards and Zilla Parishad will be institutions closely and organically linked with each other, it is possible to demarcate the functions of the Taluk Development Boards and Zilla Parishads. Though, to some extent, overlapping would be inevitable, we assume that by administrative instructions, it would be possible to assign specific functions to the Taluk Development Board for execution along with certain powers of administrative control. As has been already stated, we propose that all schemes in the local sector of a district character can be entrusted to the Zilla Parishad. The Committee had detailed discussions with all Heads of Departments and other Officials about the transfer of plan and non-plan schemes of Government to the local bodies and the appropriate body to which they could be transferred for execution. The Committee was happy to note that the Heads of Departments welcomed the idea of such decentralisation of functions. It was felt that schemes and works which are beyond the capacity of the Taluk Development Board to implement or are concerned with more than one taluk should be entrusted to the Zilla Parishad.

Primary Education

7.34. Except in the erstwhile Bombay Karnatak area, Primary Education is the responsibility of the Government. In the Bombay area, the Primary Education is managed by the District School Boards. After the formation of the new State, there is need for uniformity and for one single agency to manage Primary Education. The sphere of Primary Education is expanding day by day and with the enforcement of Compulsory Primary Education Act, the expenditure both on the establishment and management of Primary Education and the construction of Primary School buildings is likely to increase considerably. The Committee recommends, after careful consideration that Primary Education should be entrusted to the Zilla Parishads.

7.35. However, in order to decentralise functions and authority, the Taluk Development Boards should be delegated considerable administrative and other powers pertaining to supervision, location of Primary Schools, administrative control over staff, transfers within the taluk, etc. Inter-taluk transfers of teachers should be done by the District Education Officer of the Zilla Parishad. Since a uniform law for Primary Education has not been enacted for the entire State, it would be better if, in the light of our recommendations, this is done early.

Secondary Education

7.36. In many parts of the State, erstwhile District Boards were managing a number of Secondary Schools and recently Government decided to transfer the management of the schools to the concerned Taluk Development Boards. The Committee has given careful thought to the question whether these institutions should continue to remain with the Taluk Development Boards. In view of the fact that Government is not in favour of opening Government Higher Secondary Schools, this responsibility will, on an increasing measure, devolve on local bodies and public institutions. Therefore, we recommend that the establishment and maintenance of Secondary Schools should also vest with the Zilla Parishads. Drawing up of curriculum, prescribing of text-books, conducting public examinations, regulation of service conditions and rules, etc., can be with the State Government.

7.37. The responsibility of the State Government apart from the implementation of the State Sector Schemes, should be of control, supervision and inspection of these local bodies. Such of the activities that are proposed to be transferred to the Zilla Parishads should be accompanied by delegation of adequate powers, resources, finance and administrative personnel. These schemes will be implemented by the Zilla Parishad subject to the terms and conditions, if any, laid down from time to time.

7.38. In the light of discussions the Committee had with the Heads of Departments, we consider that the Zilla Parishad should make reasonable provision from out of the funds available at its disposal for the following matters in various fields of activities—

I. Development Programmes

Overall supervision, coordination and integration of development schemes of all Departments at Taluk and District levels and preparing the plan for the District;

II. Agriculture

(1) Promote all measures calculated to increase agricultural production and specially to popularise the use of agricultural implements and the adoption of improved agricultural practices,

(2) Opening and maintenance of seed farms;

(3) Establishment, maintenance and management and giving of grants to Agricultural Schools, but not including matters relating to

(1) laying down of syllabus, (2) prescription of text-books and (3) conducting annual examination;

(4) Establishment and maintenance of go-downs;

(5) Coordinate efforts in cooperation with the Taluk Development Boards for crop protection.

III. Animal Husbandry

(1) Establishment and maintenance of Taluk Veterinary Hospitals and Dispensaries excluding District Veterinary Hospitals;

(2) Undertake all measures, in co-operation with the Taluk Development Boards for the improvement of breed of cattle, and other live-stock;

(3) Co-ordinate efforts for controlling contagious diseases by a system of protection.

IV. Welfare of the Scheduled Castes, Scheduled Tribes and other Backward Classes.

(1) Promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes, and other Backward Classes;

(2) Protecting them from social injustice and all other forms of exploitation;

(3) Management of Hostels at the district headquarters;

(4) supervise the implementation of all schemes for the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes, in particular, the management of hostels and the distribution of grants, loans and subsidies to individuals.

V. Building and Communications

(1) Construction, maintenance and repairs of other district roads, major district roads, and bridges on the above roads;

(2) Construction of administrative and other buildings in connection with the Zilla Parishad's requirements.

VI. Public Health

(1) Taluk Headquarters dispensaries and other hospitals and dispensaries excluding Civil Hospital in the District headquarters and such other hospitals which are comparable to Civil Hospitals;

*Note :—*If Municipalities are established at the Taluk Headquarters towns, we recommend that the management of dispensaries in such Taluk headquarters towns be vested with the Municipalities.

(2) Establishment and regulation of fairs and festivals, including Cattle Fairs.

(3) Improvement and extension of Village sites (including grants and Loans for the purposes).

(4) Laying out new village sites (including grants and loans for the purpose).

(5) Survey of the village sites and of public and private property therein. (Maintenance of records connected therewith may be the responsibility of the Village Panchayats).

VII. Minor Irrigation

(1) Construction, renovation and maintenance of minor irrigation tanks with an atchkat not exceeding 250 acres;

(2) Providing for the timely and equitable distribution and full use of water under irrigation schemes.

VIII. Industries and Cottage Industries

- (1) Promotion of Rural and Cottage Industries;
- (2) Training-cum-Production Centres;
- (3) Sales depot and emporia;
- (4) Organisation of marketing facilities for Cottage and Village Industries products;
- (5) Implementation of schemes for the development of cottage industries and village and small scale industries of State and All India Boards.

IX. Horticulture

- (1) Rural Parks and Gardens;
- (2) Fruit and vegetable cultivation.

X. Co-operation

- (1) Registration of Co-operative Societies (only in respect of those societies whose working capital does not exceed Rs. 5.00 lakhs each and whose jurisdiction is less than a district);
- (2) Approval of bye-laws of the type of societies mentioned above;
- (3) Appeals arising out of non-admission of members to the type of societies mentioned at (1) above;
- (4) Administrative supervision over Co-operative Societies. (Only to the extent of examination of the general working of the Societies, their management and financial position with a view to improve the business standard adopted by the Societies and their office-bearers and expanding their activities).

*Note :—*The above functions at entries Nos. 1 to 4 are to be carried out by the Assistant Registrar working under the Zilla Parishad in accordance with the model bye-laws and instructions issued by the Registrar of Co-operative Societies. Whenever a new type of Co-operative Society is to be registered for which model bye-laws are not available, the bye-laws shall be got approved by the Registrar of Co-operative Societies before registration of such Societies.

- (5) Promotion and extension (in respect of all types of Co-operative Societies).
- (6) Sponsoring of application of Co-operative Societies for financial assistance from the State Government.

XI. Education and Social Education

- (1) Establishment and supervision of Primary Schools;
- (2) Establishment, management and supervision of Secondary Schools;

(3) Construction and maintenance of buildings of Secondary Schools ;

(4) Implementation, with the collaboration of Taluk Development Boards, of schemes of Adult Literacy undertaken by other bodies ;

(5) Inspection of Primary Schools and conducting of their examinations ;

(6) Distribution of Government aid in regard to Primary Education ;

(7) Survey and evaluation of educational activities ;

(8) Assisting, encouraging and guiding of Educational activities in the district ;

(9) Co-ordinating the efforts of Taluk Development Boards and the State Voluntary Organisations for rendering social service in villages ;

(10) Promote, in co-operation with the Taluk Development Boards institutions for rendering Social Service such as Youth Clubs, Mahila Mandals and Farmers' Association and encouraging any such institutions, if already established.

XII. Statistics

(1) Publication of statistical and other information relating to activities of local bodies ;

(2) Co-ordination and use of statistics and other information required for the activities of village, the Taluk Development Boards and Zilla Parishads ;

(3) Periodical supervision and evaluation of projects and programmes entrusted to local bodies.

XIII. Fisheries

Development of fisheries in minor irrigation tanks vested with Zilla Parishad.

7.39. The meeting of the Zilla Parishad should be held normally every three months ; provided that the President of the Zilla Parishad may for specified reason and shall upon the written request of not less than one-third of members entitled to vote, call for the meeting of the Zilla Parishad at any other time.

Committees

7.40. The Zilla Parishad shall appoint the following Committees for the performance of its functions :—

(1) A committee on Finance and Audit to perform the functions relating to the finances of the Zilla Parishad, framing of budgets, scrutinizing proposals for increase of revenue, examination of

receipts and expenditure statements, consideration of all proposals affecting finances and general supervision of the revenue and expenditure of the Parishad ;

(2) A Production Committee for performing functions relating to Agricultural Production, Animal Husbandry, Irrigation, Soil Conservation, Contour bunding and reclamation, village and cottage industries, co-operation and small savings scheme ;

(3) An Education Committee for performing functions and duties specified and any other conditions pertaining to education and other literary and cultural activities as the Zilla Parishad may assign to it ;

(4) A Public Works and Health Services Committee for performing functions relating to communications, buildings, rural housing, minor irrigation, relief against natural calamities, health services, hospitals, water supply, family planning, etc.

(5) A committee for the Welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes, for performing functions relating to (a) Promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and other Backward Classes, (b) protecting them from social injustice and all other forms of exploitation ; (c) amelioration of Scheduled Castes, Scheduled Tribes and other Backward Classes and (d) removal of untouchability.

7.40. The number of members in the Committees may not be less than 5 and more than 9.

7.41. In districts where the total membership does not exceed 20, Government should reserve powers to form multi-purpose Committees to perform functions that may be assigned to it under the rules.

7.42. The President of the Zilla Parishad shall be the *ex-officio* member and Chairman of all the Committees excepting Education Committee. Vice-President shall be the member and Chairman of the Education Committee.

7.43. All Committees shall be reconstituted every two and a half years. The Education Committee shall co-opt two persons interested in promotion of education and the Committees shall exercise such powers of the Zilla Parishad as may be delegated to it. The duties of the Education Committee of the Zilla Parishad shall be as follows—

- (a) to undertake all educational activities ;
- (b) to undertake the planning of education in the District within the framework of the national policy and the national plan ;

- (c) the survey and evaluation of educational activities ;
- (d) to recommend grants for private secondary schools and their disbursement on sanction by the competent authority ;
- (e) to make suggestions as to course of study for being determined by the State Government ;
- (f) to make suggestions as to the selection of text books by the State Government ;
- (g) to arrange for the inspection of primary schools and for conduct of examinations ;
- (h) to implement any programme of Secondary Education entrusted to Zilla Parishad by the State Government ;
- (i) to supervise the working of all primary schools and of such other educational institutions under the control of the Zilla Parishad as that Parishad may decided from time to time ;
- (j) to supervise the activities of Village Panchayats and Town Panchayats within the jurisdiction of the Zilla Parishad to ensure that each such Panchayat pays its contribution to the school funds, if any, and to bring cases of default to the notice of the District Educational Officer and generally guide them to maintain and improve Primary School or Schools in their charge ;
- (k) to accept and manage educational funds ;
- (l) to assist, encourage and guide all educational activities in the district ;
- (m) to secure the enforcement of the Mysore Compulsory Primary Education Act and the Rules or orders made thereunder ;
- (n) to discharge the following duties, if the Zilla Parishad makes provision for secondary and other education :—
 - (i) to conduct secondary schools providing for diversified courses in rural areas where private enterprise is not available and to introduce a number of High School Scholarships for poor and deserving in rural areas ;
 - (ii) to provide for part-time education of children who leave school at about the age of 11 and of the children whose age is between 11 and 14 years and who are absolutely illiterate ;
 - (iii) to make arrangements for vocational education in rural areas ;
 - (iv) to implement the scheme of social education classes, village libraries and pre-primary education ;
 - (v) to recognise and aid gymnasias and to organise recreational centres and holiday and school camps.

7.44. The Chief Executive Officer of the Zilla Parishad will be the Secretary to the Parishad and also of all the Committees. We intend the Chief Executive Officer to tour and supervise the various items of work undertaken by the Zilla Parishad and would not like him to be tied down to the office all the time. The existing post of District Development Assistant may be designated

as Deputy Chief Executive Officer and Assistant Secretary of the Zilla Parishad. He will relieve the Chief Executive Officer of all routine duties like communication of the dates of meetings and other ancillary work. The district officers of the various development departments will function as Joint Secretaries of their departments on these Committees. The Chairman of the concerned Committees may convene the meetings of the Committee and the meeting notices will be issued by the Deputy Chief Executive Officer. The concerned Joint Secretaries will prepare the agenda and notes for the Committee meetings and take action to implement their decisions.

Powers and Duties of President, Zilla Parishad

7.45. The powers and duties of the President of the Zilla Parishad shall be as follows :—

- (a) Convene, preside and conduct meetings of the Zilla Parishad ;
- (b) Have access to the records of the Zilla Parishad ;
- (c) Discharge duties imposed and exercise all the powers conferred on him by or under the Act ;
- (d) Watch over the financial and executive administration of the Panchayat and submit to the Zilla Parishad all questions connected therewith which shall appear to him to require its orders ; and
- (e) Exercise administrative supervision over the Chief Executive Officer for securing implementation of resolutions or decisions of the Zilla Parishad and of any Committee thereof.

7.46. The President may, in cases of emergency direct the execution or suspension or stoppage of any work or doing of any work or doing of any act which requires the sanction of the Zilla Parishad or any authority thereof and immediate execution or doing of which, in his opinion, necessary for the service or safety of the public, and direct the expense of executing such act may be paid from the district fund. However, he shall submit forthwith the action taken and the full reasons therefor to the appropriate Committee for ratification or modification as it deems fit at its next meeting.

Duties of Vice-President

7.47. The Vice-President of the Zilla Parishad shall—

- (a) in the absence of the President, preside at the meetings of the Parishad ;

(b) exercise such of the powers and perform such of the duties of the President as the President from time to time may, subject to the rules made by the State Government in this behalf, delegate to him by an order in writing; and

(c) exercise powers and perform the duties of the President pending election of the President or during the absence of the President on leave.

7.48. The following administrative powers may also be exercised by the Zilla Parishad—

(1) to incur expenditure on educational, or medical relief outside its jurisdiction if finances permit;

(2) to provide for carrying out of any work or measure likely to promote the health, safety, education, comfort, convenience, or social or economic or cultural well-being of inhabitants;

(3) to contribute to associations at National, State or Inter-State levels concerned with the promotion of local Government and to exhibitions, Seminars, Conferences within the district and related to the activities of Village Panchayats, Taluk Development Boards and Zilla Parishads; and

(4) render financial or other assistance to any person for carrying on in the district any activities which is related to any of the functions of these bodies;

7.49. The Zilla Parishad shall, in regard to the measures for the amelioration of the condition of the Scheduled Castes, Scheduled Tribes and other Backward Classes, exercise supervision over the Taluk Development Boards.

Functions of Chief Executive Officer

7.50. The powers and functions of the Chief Executive Officer of the Zilla Parishad may be as follows—

(1) perform all the powers specifically imposed or conferred upon him by or under the Act or under any law for the time being in force and to lay down the duties of all officers and officials of the Zilla Parishad subject to the rules laid down by the Government;

(2) attend meetings of the Zilla Parishad or any of its Committees and also of Taluk Boards and its Committees;

(3) call for information, written statement of accounts or report from any officer or officials holding office under the Zilla Parishad;

(4) grant leave of absence for a period not exceeding two months to such class of officers as may be prescribed by rules;

(5) call for any explanation from any officers or officials holding office under the Zilla Parishad;

(6) shall appoint such class of officers and officials as may be prescribed ;

(7) shall supervise and control the execution of all works of the Zilla Parishad ;

(8) shall take necessary measures for the speedy execution of all works and developmental schemes of the Zilla Parishad ;

(9) shall have custody of all papers and documents connected with the proceedings of the meetings of the Zilla Parishad and of its Committees ;

(10) shall assess and give his opinion confidentially every year on the work of the officers holding office under the Zilla Parishad, forward them to such authorities as may be prescribed by the State Government and lay down the procedure for writing such reports about the work of officers and officials under the Zilla Parishad ;

(11) shall draw and disburse money out of the Zilla Parishad fund ;

(12) shall exercise supervision and control over the officers and officials holding office under the Zilla Parishad in matters of executive administration and those relating to accounts and records of the Zilla Parishad ; and

(13) shall exercise such other powers and perform such other functions as may be prescribed by the State Government.

CHAPTER VIII

FINANCIAL RESOURCES

8.1. In the absence of adequate financial provision, it would be impossible for an institution to fulfil the functions and duties devolving upon it or entrusted to it.

8.2. For lack of adequate financial resources, the Taluk Development Boards have not been able to discharge satisfactorily the obligatory duties cast on them. Satisfactory arrangements have, therefore, to be made to provide them with adequate financial resources in order to enable them to accelerate the tempo of rural reconstruction.

8.3. The subject of Governmental financial assistance to these bodies is discussed in the next chapter.

8.4. In this chapter, the existing powers of taxation of Panchayats and Taluk Development Boards are examined and we make our recommendations relating thereto.

Taxation by Panchayats

8.5. Under our Act, the obligatory taxes are the following—

- (i) A tax on buildings ;
- (ii) A tax on professions, trades, callings and employments ;
- (iii) A tax on places where a trade or business is carried on for the purpose of profit payable to the person or persons engaged in the trade or business.

8.6. Discretionary taxes are as follows—

- (a) Octroi (leviable by Town Panchayats only) ;
- (b) Tax on fairs, festivals and entertainments ;
- (c) A tax on vehicles, other than motor vehicles ;
- (d) A fee on bus stands ;
- (e) A fee on markets ;
- (f) A fee on cart stands ;
- (g) A fee for supply of water from water works vesting in the Panchayat.

Levy of House Tax on the basis of capital value instead of rental value

8.7. We have carefully considered the existing powers of taxation of the Panchayats in our State *vis-a-vis*, the powers enjoyed by Panchayats in the neighbouring States. In our view, the powers to levy the obligatory and optional taxes are satisfactory. However, during our tours in the State, it was represented that levy of house tax on the basis of rental value is not justifiable as in villages it is extremely difficult even to have a reliable assessment of such annual letting value as most of the houses are occupied by owners. The Taxation Enquiry Commission, 1953-54, also observed that “as for houses in villages, we consider that the house tax may normally be levied on the basis of the capital value which in their case is easier to determine than rental value on account of the fact that most of them are occupied by the owners”.

8.8. The difficulties pointed out by the Panchayats are genuine, and we, therefore, recommend that the house tax should be levied on the basis of capital value and the minimum and maximum rate per half year can be mentioned in the schedule to the Act.

8.9. To the list of discretionary taxes, we suggest the addition of the following—

(a) A fee for grazing cattle on the grazing land vested in the Panchayats ;

Though by a Government Order this has been permitted, it would be better if it finds a place in the statute ;

(b) A special sanitary cess upon private latrines, premises or compounds cleaned by the Panchayat agency.

Lumpsum contribution by Factories in lieu of taxes levied by Panchayats.

8.10. It is a well known fact that with the growth and diversification of industry, large chunks of lands are being acquired for starting industries either in the private or public sectors. Some of these are fairly big and it is not possible for Panchayats to provide any amenities within the factory area. As such, these factories are making their own arrangements for water supply, drainage, roads, housing and watch and ward. Yet, they cannot be exempted from the payment of taxes that the Panchayats are competent to levy. There have been representations from many of these factories that separate town areas should be created so that they are able to exercise all the civic and regulatory functions within the jurisdiction of the town area. Though, according to us, there should be no objection to this, the Panchayats should not, however, be deprived of income merely because a separate Town Area is established. In this regard, both in the Maharashtra and Gujarat Acts, there is a provision enabling the Panchayats to receive from the factories a lumpsum contribution in lieu of taxes levied by Panchayats. We recommend that a similar provision may be introduced in our Act. For facility of reference, Section 125 of the Maharashtra Act is reproduced below :—

“ Section 125 :—

(1) Subject to any rules that may be made under the Act, and regard being had to the fact that a factory itself provides in the factory area all or any of the amenities which such Panchayat provides, a Panchayat may arrive at an agreement with any factory with the sanction of the State Government to receive a lumpsum contribution in lieu of all or of the taxes levied by the Panchayat ;

(2) Where no such agreement as is referred to in sub-section (1) can be reached, the matter may be referred to the State Government in the manner prescribed and the State Government may, after giving to the Panchayat and the factory concerned an opportunity of being heard, decide the amount of such contribution. The decision of the State Government shall be binding on the Panchayat and the factory concerned."

8.11. Apart from factories, other institutions like Regulated Markets also require large area of land for their trades or activities. Depending upon the merits of each case, it should be possible to realise a lumpsum contribution in lieu of the taxes to be levied, from such institutions also.

Taxation by Taluk Boards

8.12. Under Section 164 of the Mysore Act, the Taluk Development Board may levy :—

(a) a duty on transfers of immoveable property in the shape of additional stamp duty ;

(b) a tax on animals brought for sale in the market established in any area within the jurisdiction of the Taluk Development Board not exceeding 25 nP. per animal.

8.13. The finances provided for the Taluk Development Boards in our State are inadequate. It is necessary that this is remedied immediately and arrangements made for the provision of more finances to the Taluk Development Boards. During our tours in the State, we observed that owing to the discretion vested with the Taluk Boards to levy a duty on transfers of immoveable property in the shape of stamp duty, some have resorted to this measure and some have not. This is an important source of revenue and we recommend that the levy of this duty should be obligatory.

Taxation by Government

8.14. Under Section 163 of our Act, Government shall levy a local cess at the rate of 12 nP. on the rupee on all items of land revenue. Similarly, Government may levy a local cess not exceeding 12 nP. on every rupee of water rate leviable under any law for the time being in force. In addition to this, Government

is levying other cesses at varying rates in the various integrating areas of the State to finance the activities relating to public health and education. In 1962, the Mysore Health Cess Act was passed under which the cess is levied at 9 nP. in the rupee on all items of land revenue etc. In the erstwhile Madras area, the education cess is 19 nP. Since we have recommended the transfer of activities pertaining to education and public health to Zilla Parishads and Taluk Development Boards, in our view, the time is opportune for the levy of a single consolidated cess by Government. Considering the existing rates of the cesses levied by Government, we recommend that a consolidated cess of 40 nP. in a rupee calculated on the following basis may be levied on all items of land revenue, excise, and other items of State and Local Bodies revenue on which Health Cess is being levied :—

Health Cess	..	..	9 nP.
Education Cess	..	..	19 nP.
Local Cess on land revenue and where water rate is levied, a cess on water rate	..	..	12 nP.
			<hr/>
			40 nP.
			<hr/>

The entire revenue from the levy of this consolidated cess should be assigned to the Zilla Parishad as recommended in the next chapter.

GENERAL

Tax on Animals Brought for sale in Market

8.15. As mentioned in para 8.12., the Taluk Development Boards are competent to levy a tax on animals brought for sale in the market established in any area within the jurisdiction of the Taluk Development Board not exceeding 25 nP. per animal. It is stated that in certain places of the State, there are very large and well known markets where animals are brought for sale not only from within the district but from far off places. Similarly, animals are purchased and sold in many weekly shandies all over the State. The income varies considerably from market to market. Again, many of the big cattle fairs in the State are adjuncts of the annual festivals of the religious institutions e.g.

temple jatras. It is suggested that it would be inequitable if the Taluk Development Board alone is permitted to augment its finances by the levy of this tax, particularly when in any place within its jurisdiction the animals that are brought for sale come from outside the taluk or district. The income derived in such a case should be available for being utilised throughout the district. The Committee has examined this suggestion and feels that there is considerable merit in it. Accordingly we recommend that the markets for the purchase and sale of animals in the district should be determined by the Zilla Parishad and the Zilla Parishad may determine the markets where the Taluk Boards could have the right to levy this tax. In all other cases, the right to levy this tax will be with the Zilla Parishad.

8.16. So far as the cattle fairs managed by the religious institutions or other adhoc bodies are concerned we would suggest that this matter requires examination by Government early in the light of our recommendations that the income from such fairs should be shared by the Taluk Boards and Zilla Parishads.

Special Cess for a Specified Purpose

8.17. In the questionnaire issued by the Committee, a question was posed whether the Taluk Development Board can be granted powers to levy taxes for specified purposes and for limited periods only. Very often Panchayati Raj institutions have to undertake and implement special activities and adequate financial assistance is not forthcoming from Government. For example, the construction of primary school buildings has been posing a big problem in our State. The provision made in the Third Five-Year Plan for this purpose is hardly adequate. Yet the construction, repairs and maintenance of primary school buildings cannot wait for want of finances. Therefore, in our view, it is necessary to empower the Panchayati Raj bodies to levy a special cess or tax, the income from which could be utilised for specified purposes.

8.18. Considering the provisions in the legislations of the neighbouring States, in our opinion, such a power should vest with the Panchayats, Taluk Development Boards and the Zilla Parishads.

Levy of Surcharge on Local Cess by Local Bodies

8.19. We recommend, therefore, that Panchayat or a Taluk Development Board or a Zilla Parishad may resolve in a special meeting the rate of cess (not exceeding the sum mentioned in para 8.20) leviable in the area by the State and forward that resolution to the State Government for its consideration. The resolution shall state the reasons for which such increase has been proposed, the period up to which it will be in force, and the specific purposes for which the proceeds of the increase in the rate are to be utilised. The State Government, on receipt of such a resolution may determine the increase in the rate of cess, so however, that the rate does not exceed 100 nP. in aggregate and specify in the order the date on or from which the increase in cess will take effect. Though the cess can be levied by each of the bodies, the rate should not exceed 100 nP. in the aggregate.

8.20. We have in para 8.14 recommended the levy by the State of a consolidated cess of 40 nP. in a rupee. To make up the aggregate of 100 nP., a special cess upto 60 nP. can be levied by the Panchayati Raj institutions. In order that the Panchayat, the Taluk Development Board and the Zilla Parishad are enabled to augment their resources by resorting to this measure, we recommend that as an addition to the 40 nP. cess leviable by Government, a sum not exceeding 20 nP., may be levied by each of these bodies. For example, a Panchayat can levy as an addition to 40 nP. a sum not exceeding 20 nP. as special cess ; similarly for Taluk Boards and Zilla Parishads.

8.21. Since the persons engaged in other occupations would escape this levy, the burden of which will primarily fall on the agriculturists, it is suggested that all sections of the community should contribute towards the fund to be raised for utilisation for specific purposes. Whenever the Panchayat proposes the levy of a special cess as an addition to the local cess, the Committee recommends the levy of a surcharge on house tax or profession tax, as the case may be, so that the incidence of this cess or surcharge fall equally on all sections of the community.

Levy of Pilgrim Fee

8.22. It is learnt that some representations have been made to Government to the effect that the Local Bodies should be

enabled to levy a Pilgrim Fee since there are a number of sacred places all over the State, where pilgrims gather in large numbers either almost throughout the year or during auspicious days or periods. It is seen that in the legislation of Maharashtra and Gujarat States, provision is made for the levy of pilgrim tax by Panchayats. The Committee considered this subject and felt that this power to levy a pilgrim fee should vest with the Zilla Parishad, which in turn may empower either the Taluk Development Board or the Panchayat to levy this fee, if in its opinion, they are competent to provide all facilities to the pilgrims at the time of the fairs or festivals.

CHAPTER IX

FINANCIAL ASSISTANCE BY GOVERNMENT AND ACCOUNTING PROCEDURE

9.1. Financial assistance by Government has been the crux of the problem of the local bodies. While local taxation is only a part of the system of local finances and is expected to provide the basic revenue, additional finances that are required have to be secured by other methods. It is absolutely vital to provide a chance to the local bodies to establish themselves as institutions useful to the rural community. It would be an incorrect and unwise policy to leave these bodies to find finances from their own taxation powers. The Taxation Enquiry Commission, 1953-54, has aptly observed as follows :

“The actual fact remains that as a general rule what has been done by the State Government is to invest them with numerous tax powers and then leave them to fend for themselves. Usually, therefore, Panchayats start on their career either by earning resentment through taxation or where they refrain from this measure by earning contempt through inactivity. That is why we have emphasised that when a Panchayat is established, it should not be compelled to levy taxes immediately but should be financed from other sources for an initial period of two or three years.”

It is obvious that Government financial assistance has to be forthcoming to these bodies not only to assist them in the

discharge of the functions, but also to reduce the inequalities arising out of natural advantages or disadvantages that local areas enjoy or suffer from. The assistance could be either by way of *ad hoc* unconditional grants or matching grants based on certain definite criteria and the sanction of which is dependent on the local bodies augmenting their resources.

9.2. To quote the Taxation Enquiry Commission, 1953-54, again, "to multiply Panchayats without ensuring their stability and usefulness is hardly the best way of implementing the constitutional directives which exhorts their establishment."

9.3. Many State Legislations have provided for grant of a fixed percentage of land revenue collection to these bodies. In some States what are called purposive or incentive grants are given to the Panchayati Raj Bodies.

9.4. In our State, according to the provisions in the existing Act, Panchayats are granted an amount equal to 30 per cent of the land revenue collections in the village. Similarly, another 5 per cent of land revenue collections of the State is available to Panchayats for expending on such purposes as Government may, from time to time, direct.

9.5. Similarly Taluk Development Boards are granted an amount equal to 20 per cent of the land revenue within the taluk and the another 5 per cent of the land revenue of the State is available to Taluk Development Boards for expending on such purposes as Government may, from time to time, direct.

Land Revenue Assignment

9.6. There have been representations that the entire land revenue should be apportioned between these bodies. As per the provisions of the Mysore Land Revenue (Surcharge) Amendment Act, 1962, 100 per cent surcharge on land revenue in respect of wet lands and garden lands and 75 per cent surcharge in respect of dry lands is leviable. The Committee, after careful consideration of all aspects, recommend that the entire land revenue collection of the year including surcharge, without

deduction of any cost of collection should be assigned to these bodies in the following manner :—

Panchayats	..	..	30 per cent
Taluk Development Boards	..	..	35 per cent
Zilla Parishads	..	..	20 per cent

The balance 15 per cent shall be paid into a State Equalisation Fund. This fund is primarily meant for making good any short-fall in the assignment of land revenue as a result of suspension or remission. It may also be utilised for assisting such of the Panchayati Raj Bodies which have poorer resources, so as to reduce the economic inequalities. We also recommend that the said 15 per cent shall be allocated as under :—

Panchayats	..	..	5 per cent
Taluk Development Boards	..	..	5 per cent
Zilla Parishads	..	..	5 per cent

9.7. As the Zilla Parishads will have to find funds for supplementing the grants given by Government in respect of functions transferred to it for implementation, we recommend that the entire income from the levy of the consolidated cess of 40 nP. in a rupee, as recommended in para 8.14., should be assigned to the Zilla Parishads.

9.8. Since surcharge on land revenue is only temporary, it is of the utmost importance that steps are taken to complete re-settlement operations as early as possible so that the new rates may be made applicable to the entire State without delay. With the permanent increase in the land revenue after the fixation of revised rates as per resettlement, the levy of cess at 40 nP. on every rupee would tantamount to an increase of 100 per cent in the rate of cess. Therefore, we recommend that after the fixation of revised rates as per re-settlement, the rate of cess now proposed at 40 nP. in a rupee may be reduced to 20 nP. in a rupee.

Purposive Grants

9.9. As the Resources and Economy Committee have observed, in regard to the roads to be maintained by the

Taluk Development Boards, they have to be given a grant sufficient to cover their upkeep to a certain standard. We endorse the Economy Committee's recommendation that the Taluk Boards be paid Rs. 200 per mile of rural roads to be taken over and maintained by them subject to a certificate by the Public Works Department that the expenditure on the roads is not less than the grant given.

9.10. So far as Primary Education is concerned, we recommend that 85 per cent of the maintenance cost should be borne by the Government and the balance by the Local Bodies. In respect of secondary education, the grant may be regulated according to the grant-in-aid rules. So far as dispensaries and health units are concerned, Government may give 60 per cent of the maintenance cost and the balance will be borne by the Local Bodies. For Veterinary dispensaries, Government shall share 75 per cent of the maintenance cost and the balance will be met by the local bodies.

9.11. As a result of the above recommendations, the financial position of the State would be adversely affected and we, therefore, recommend that this matter should be taken up by the State Government with the next Finance Commission for getting suitable aid from Government of India. Even if the State Government is not in a position to obtain the necessary assistance from Government of India, our recommendations should in any event be implemented by suitably readjusting the percentage of assistance recommended by us in para 9.10. above.

9.12. The salaries of all class I and class II officers serving under these bodies may be met by Government. So far as Class III staff serving under these bodies is concerned, the State Government may pay to the Zilla Parishad every year by way of establishment grant a sum equal to 75 per cent of the average annual cost of the salaries and allowances in respect of these class III posts. The Zilla Parishad will be responsible for meeting the balance expenditure of 25 per cent and paying the salaries of all class III staff serving in the local bodies in the district. Salaries of the Class IV staff will be met out of the funds of the respective bodies.

Matching Grants

9.13. In order to encourage the local bodies to levy the special cess mentioned in the last chapter as an addition to the consolidated cess leviable by Government it would be necessary to sanction matching grant to these bodies. The exact manner in which and the criteria to be adopted for sanction of such matching grants will have to be determined by Government after considering all relevant factors. Since the taxable capacity will vary from district to district and from taluk to taluk owing to natural advantages or disadvantages, they enjoy or suffer from, it would be necessary, in our view, to classify the taluks or part of taluks for the purpose of sanctioning matching grants into different categories and Government will have to sanction grants to the taluks classified in each of these categories at varying rates, keeping in view the necessity to sanction larger matching grants to those taluks or parts of taluks which are poorer, but, make efforts to raise additional resources by levying the special cess mentioned in para 8.20.

Integrated Budget

9.14. We would suggest that the funds available under the Community Development Programmes should be pooled at the State level and distributed to the Taluk Boards without reference to the schematic Budget. The provision for agriculture and irrigation should be pooled with the corresponding provision in the plan and non-plan schemes of the concerned departments and the total equitably distributed to all the blocks. There should be an integrated budget of the Taluk Board on the lines obtaining in Madras State. Similarly for the Zilla Parishads there should be an integrated budget.

Release of Funds

9.15. In view of the complaints received about the difficulties experienced for want of sufficient and timely allotment of grants to the local bodies, we would endorse the recommendation of the Mysore Resources and Economy Committee, 1962, to overcome this difficulty. It would be, therefore, appropriate to reproduce their observations in this regard, which is as follows :—

“Since provision is made in the Budget, it should not take longer than a week or a fortnight after the budget is passed, for

the Heads of Departments concerned to distribute the grants to the districts. Since grant-in-aid to local bodies will be an important feature of the local administration, the success of the scheme of Democratic Decentralisation, to a great extent, is dependent on the adoption of a proper procedure for making the funds allotted available to the local bodies with the least practical delay. This is a sufficiently important matter to be looked into by the administration in consultation with the Finance. To obviate delay and to make the distribution of grants to local bodies automatic, we suggest that instead of making a lumpsum provision in the budget, as at present, district-wise allotments be made on the actuals of previous years and included in the budget. If, however, it is considered that Heads of Departments should be invested with discretion in regard to allotments, their proposals in this behalf may be obtained in advance along with the departmental budget estimates and provision of 75 per cent of the proposed allotment of each district may be included in the budget with a lumpsum provision to cover the balance 25 per cent for all the districts which may be left to be distributed by the Heads of Departments in their discretion."

Deposit of Funds of Local Bodies

9.16. In Maharashtra, funds of the Zilla Parishads are kept in the Scheduled Banks. In Madras, where there are no Zilla Parishads and only Panchayats and Panchayat Unions are functioning, their funds are kept at the treasuries themselves. The Madras arrangement is a better one from various points of view. We, therefore, propose that funds of Zilla Parishads may be kept in the treasuries themselves under the procedure applicable to Deposits of Local Funds.

9.17. In the case of Panchayats, located far away from the treasury, the institutions may be permitted to retain with them as much of their collections as they need for their current expenditure and remit to or draw from the treasury only occasionally so that the cash retained with them may be neither in excess nor inadequate for their day to day working. Subject to this condition, there could be no objection to the Panchayats keeping a part of their cash balances in scheduled banks or post offices if that arrangement would be advantageous to them. In such cases, the moneys kept in such scheduled banks or post offices shall be accounted for as part of their cash balances.

Separate Accounts for different functions

9.18. The Zilla Parishads and Taluk Boards should be required not to divert for other purposes funds earmarked for education, communication, irrigation, etc. Towards this end as in Madras, accounts may be required to be kept for such functions on self-balancing basis.

Accounting Organisation for these Bodies

9.19. Zilla Parishads will handle large sums of money as a result of further decentralisation of both administrative and developmental activities at the district level. In fact, a large part of the accounting and audit work now done by the developmental officers on the one side and the Accountant General on the other, will, in future, devolve on the new Zilla Parishads. With the increasing tempo in their activities, the accounting and audit work of the Zilla Parishads would assume greater importance. There would have to be an efficient accounting organisation in each Parishad not only for watching that the moneys due to these bodies are being collected promptly and in full, but also, to see that claims are properly scrutinised before payment. As the resource of these bodies are not unlimited, a very careful watch over their receipts and expenditure would be necessary. Accounts of their receipts and expenditure would also have to be kept in the same detailed manner as is now done in respect of Government accounts.

9.20. Such an organisation should be set up from the very inception so that the whole scheme may run smoothly and efficiently on the financial side. An Accounts Officer would have to be drawn from the Accountant General's Office, as the work to be handled is of the type now dealt with the Indian Audit and Accounts Department. He would, of course, be assisted by competent and adequate staff. It will be his duty to receive all moneys due to the Zilla Parishads and to remit them to the treasury. He will make all payments on behalf of the Parishads after necessary scrutiny. He will keep accounts of the collections and also of the payments made by him. In respect of plan schemes entrusted to the Zilla Parishads or Taluk Boards, he will see that proper accounts are kept therefor and rendered to the

Government departments which reimburse the expenditure connected therewith. In respect of the accounts of the Zilla Parishad, he will function as Chief Accounts Officer and Financial Adviser. Under this arrangement, Taluk Board and Village Panchayats would have benefit of his advice and guidance in regard to their financial transactions.

9.21. In the next Chapter, we have recommended that the audit of Panchayat accounts shall also be the responsibility of the Panchayat Extension Officer. For this purpose, he will function directly under the Assistant Controller, Local Audit Circle. The audit of the accounts of the Zilla Parishads and Taluk Development Boards may be the direct responsibility of the Controller, State Accounts Department.

Compilation of Accounts Manual

9.22. Even before the Zilla Parishads commence functioning a comprehensive Accounts Manual dealing with the duties and responsibilities of all officers from Zilla Parishads down to Panchayats on the financial side would have to be compiled so that proper guidance may be available for all of them from the start. This requires the services of a competent officer preferably from the Indian Audit and Accounts Department, who has to take up the work and complete it several months in advance.

Finance and Audit Officer for Panchayat Accounts

9.23. In the initial stages the accounts and audit work of these institutions will present several problems in their day-to-day working. There should, therefore, be a competent Senior Audit and Accounts Officer at the State level to deal with them exclusively and promptly as and when they arise.

Expenditure on the Accounting set up

9.24. The Accounting Organisation would, therefore, involve considerable expenditure. With the implementation of our recommendations, the work of the Accountant General would get considerably reduced as a large number of functions at the district level will be transferred to these bodies, which come under "local funds". It is in the fitness of things that the Central

Government should be requested to bear a share of the expenditure of the organisation. This question would have to be taken up with the Government of India in due course.

CHAPTER X

ADMINISTRATIVE ORGANISATION

10.1. In the preceding chapters, the constitution, function, powers and financial resources of the Panchayati Raj Institutions have been considered. It is self-evident that unless adequate and competent staff is provided for these institutions, it would not be possible for them efficiently discharge their functions. In view of our recommendations that all schemes in the local sector shall be broken down into schemes of a district and taluk character respectively, a new kind of administrative set up has to be envisaged for these bodies.

Administrative set up

10.2. For purpose of administration, the staff borne on the district cadres will have to serve not only in Zilla Parishad but also in the taluk Board and the Village Panchayats. In view of the obvious need for an integrated staffing pattern, in our view, the Chief Executive Officer would be in over-all administrative control of the staff of the staff serving in all the bodies, though for administrative purposes, there will be delegation of powers to the subordinate officers also.

10.3. Administrative set up of staff, as at present, at the district level and below can be classified into the following three categories :—

- (1) Officers and servants working in the various departments of Government ;
- (2) Officers and servants appointed for the Community Development Projects ; and
- (3) Personnel now working in the Taluk Development Boards, District School Boards, etc.

10.4. We have examined the methods obtaining in the neighbouring States for recruitment of personnel to these local

bodies. We have also examined the *pros* and *cons* of the subject and we would not like to make any distinction between the staff of Government and the staff of the local bodies. We do not consider these institutions as purely local Government institutions and would prefer all the official working there to be Government servants. Considered in this light, we are not in favour of creation of separate selection Boards either at the State level or district level. Barring Class IV staff, who could be appointed by the Heads of each of the offices after the cadre strength is determined by the Zilla Parishad in each district, all Class III staff, both ministerial and non-ministerial, except Primary School Teachers, can continue to be recruited as now by the concerned bodies, *viz.*, State Public Service Commission, State Level Recruitment Committee and Divisional Level Recruitment Committees. The existing appointing authorities of the staff would also remain the same. The selection of Primary School Teachers should be done at the district level by a selection committee consisting of the following : —

- (1) The Deputy Commissioner of the District as Chairman ;
- (2) The Chairman of the Education Committee of the Zilla Parishad ; and
- (3) The District Education Officer.

10.5. So far as Class III ministerial staff is concerned, the selection list could be sent to the Chief Executive Officers of the Zilla Parishads who will issue the appointment orders. However the existing cadres, either State-wide, Division-wide or District-wide would continue as before. Since persons borne on Local Government Service are working in Taluk Boards, and District School Boards, we would recommend that their pay scales also may be equated with the pay scales of similar posts in Government service and they should be absorbed as Government servants. This would ensure that the pay and allowances of the staff would be uniform throughout.

10.7. Since by our recommendation to treat all employees in the district as Government servants without any discrimination, the pension bill is expected to go very high, we recommend that the age of retirement for all Class III servants may be raised to 58 and in respect of Primary School Teachers, it should be 60 years.

10.8. Class I and Class II Officers would be posted to these bodies by Government. Their recruitment will continue to be done by the Public Service Commission. Their promotion also will be ordered by the State Government. The existing Government Orders on the subject of reservation of certain percentage of posts for Scheduled Castes, Scheduled Tribes and Backward Classes at the time of recruitment for the State services, will apply to the posts in these bodies also.

Chief Executive Officer of the Zilla Parishad

10.9. The Chief Executive Officer of the Zilla Parishad should be an officer of the same rank as the Deputy Commissioner and the posts should be included in the senior time scale of I.A.S., but, if required number of persons are not available, senior officers of the M.A.S. also could be posted as Chief Executive Officers.

10.10 The Chief Executive Officer of the Zilla Parishad would be the Chief executive of the entire Local Government Administration in the district. The entire staff of the Zilla Parishad will work under his control. He should have powers of transferring staff within the district and his powers in this regard should also be delegated to the other officers. For purpose of disciplinary control on Class III and Class IV staff, he should have considerable powers. Apart from the powers enjoyed by him for removal and dismissal in respect of the staff borne on the district cadres and appointed by him, he should also be delegated powers of an appellate authority against the orders of the District Officers of the concerned departments in the Zilla Parishad. Similarly, in respect of Class II staff, he should be authorised to pass initial orders for minor punishments like withholding or stoppage of increment of all Class II officers of all department of Zilla Parishad. Annexure 'E' indicates the powers of disciplinary control over staff exercisable by various officers of the Zilla Parishad, the Divisional Commissioners, the State Heads of Departments and by Government.

Village Panchayats—Village Accountants-cum-Panchayat Secretaries

10.11. The State Government have already constituted a branch of Mysore Local Government Service called the Mysore

Local Government Service (Panchayat Secretaries) Branch. According to the rules framed by Government, Panchayat Secretaries cadre of this branch shall consist of the following categories of posts carrying the scales of pay specified against each of them. *viz.*,

Grade I	..	Rs. 100—5—150—6—180—10—200.
Grade II	..	Rs. 80—3—110—4—130—5—140.
Grade III	..	Rs. 65—1—70—2—90.

10.12. The post of Secretary to Panchayat with an annual income exceeding Rs. 25,000 shall be in the category of Grade I, the post of Panchayat Secretary to the Panchayat with an annual income exceeding Rs. 15,000 but not exceeding Rs. 25,000, shall be in the category of Grade II, and the post of Panchayat Secretary to a Panchayat with an annual income not exceeding Rs. 15,000 shall be in the category of Grade III. The category of Panchayat Secretaries of Grade I shall be division-wide cadre and that of Grade II shall be district-wide cadre. The post of Grade III Panchayat Secretaries shall be held by such Village Accountants of the Revenue Department as are appointed as *ex-officio* Panchayat Secretaries. The Government have framed rules for recruitment to the cadre of Village Accountants. Grade III Village Accountants-*cum*-Panchayat Secretaries shall be under the administrative control of the Revenue Department, but, they shall, with regard to the discharge of their duties as Panchayat Secretaries be subject to the directions issued by the competent authority. Grade I and II Panchayat Secretaries would be directly under the control of the Development and Rural Local Administration Department.

10.13. It has been represented that this decision to have a single cadre of Village Accountants-*cum*-Panchayat Secretaries for grade III Panchayats will have its undesirable repercussions at the Village level. Since the Village Accountant will be paid by Government and is answerable to the Revenue Department, the Panchayat will be unable to exercise any powers of administrative control over the Village Accountant-*cum*-Panchayat Secretary. Besides the Village Accountant will have to accompany the Revenue Officers when they visit the village and very often, he may have to visit the taluk office also for instructions etc., Hence,

the possibility of a conflict between the Panchayat and the Village Accountant-cum-Panchayat Secretary cannot be ruled out. His duties both as a Village Accountant and as Panchayat Secretary are important. It is likely that the implementation of Panchayat Programmes might suffer due to neglect on the part of the Panchayat Secretary. It is urged, therefore that revenue and Panchayat work should not be combined in one functionary who would be under the administrative control of one department of Government. There should be a separate post of Panchayat Secretary in each Panchayat and the Village Accountants could continue to function under the Revenue Department. The Committee has bestowed careful thought on this question and are of the view that there is substantial force in this representation. It would be preferable to have a separate cadre of Panchayat Secretaries in each district and the Panchayat should have some powers of administrative control over him. There could be whole-time Panchayat Secretaries for bigger Panchayats and part-time Panchayat Secretaries for smaller Panchayats. We accordingly, recommend that Government may make rules for the recruitment of Panchayat Secretaries mentioning the categories of posts, their pay scales and conditions of service. They will not be Government servants. Their pay and allowances should be borne by the concerned Panchayats.

Taluk Development Board's set up

10.14. Considering the functions, responsibilities and powers of the Taluk Development Boards, the Taluk Development Board should have adequate executive and ministerial staff. So far as Community Development programme is concerned, entire State has been covered and there are 268 Blocks in the State. We have, at present, what are called Stage I, Stage II Blocks and Blocks that have entered Post Stage II. After 10 years of Community Development programme, a few Blocks in the State are already in Post Stage II and an increasing number will enter this category every year. In view of the fact that the Community Development funds account for only a part of the over-all funds available now to the Taluk Development Boards and an increasing number of Post Stage II Blocks without any block funds for programmes are presenting a number of difficulties, the need has arisen for rationalising the staffing pattern at the taluk level. To

take an example, the staffing pattern as obtaining in Stage II is continued in Post Stage II period and the pay and allowances are borne for the time being from the Community Development budget, but, no allotments under the schematic budget are available in this period for implementation of programmes. In this connection, the Mysore Resources and Economy Committee, 1962, have observed as under :—

“Now that the entire State has to be fully covered by the Community Development Programme by 1963, an economical and efficient official set up should be thought of for carrying on with the post-extension stage of the work with minimum of official interference and maximum of people's participation.” (3.145).

“Now that the Taluk Boards have been constituted in the State and the working of the Community Development and National Extension Service Blocks has been transferred to them, there should be no difficulty in integrating the staff of the three development agency into one combined local administrative service.” (3.70).

10.15. After carefully considering the staffing pattern obtaining in Stage I and Stage II Blocks and the need for the rationalisation of the staffing pattern, we would recommend that the staff of the Community Development Blocks should be borne on the State, Divisional or District Cadres and recruited by the appropriate Selection Committees. Considering the financial commitment on the staff of the Community Development Blocks and the staff that would be serving in the Taluk Development Boards of the various departments, we consider that a uniform staffing pattern under the Community Development Programme would be desirable, irrespective of the Stage of the Block.

10.16. We have examined the staffing pattern that obtains in the Stage I and Stage II Blocks in the State. Except in respect of the posts of Panchayat Extension Officers and Rural Industries Extension Officers, which are sanctioned at the rate of one per Taluk and not per Block, the pattern at the Block level is similar to the one obtaining elsewhere. Considering the existing job chart of the various functionaries, their work-load and the performance of these functionaries, there is obviously a need for rationalising the staffing pattern as a long term measure.

10.17. As mentioned in a previous chapter of this report, the appointment of the Deputy Block Development Officer in Multi-Block taluks has resulted in certain administrative difficulties. Whereas Block Development Officer posted to the headquarters Block, owing to his seniority in service, is competent not only to implement the Community Development Programmes, but has certain statutory functions vested in him in his capacity as Chief Executive Officer of the Taluk Development Board, the Deputy Block Development Officer of the second, third or fourth Blocks as the case may be, does not find any place under the Act. Though both the officers are of equal status and borne on an equal scale of pay owing to absence of any provision in our Act to empower the Deputy Block Development Officer to discharge all or any functions of the Chief Executive Officer, the Deputy Block Development Officers have been relegated to a secondary position.

10.18. The question, therefore, arises as to whether these Deputy Block Development Officers are absolutely necessary and if so, whether they cannot be appointed as Deputy Chief Executive Officers of the Taluk Development Boards. The Committee, considering, both the nature of the functions and responsibilities that are likely to develop on these local bodies and the need for ensuring administrative efficiency and economy, considers that the posts of the Deputy Block Development Officers are superfluous and they could be abolished. It should be possible, in taluks having a Block or two Blocks, for the Taluk Development Officer of the Taluk Development Board to attend to all the duties that will devolve on him under the Act. In such taluks, in order to relieve the Taluk Development Officer of routine administrative work in the office, an office Manager could be appointed of the rank of a Taluk Sheristedar. In taluks with three or four blocks, to assist the Taluk Development Officer, an Assistant Taluk Development Officer could be appointed whose post should be equated to that of a Deputy Tahsildar. He could be delegated some powers of the Taluk Development Officer. We are certain that by this arrangement, it should be possible for the Taluk Development Officer to attend to all development work in the taluk with speed and competence.

10.19. In order to absorb as many of these Block Development Officers or Deputy Block Development Officers who would be rendered surplus if the recommendations in the preceding paras are accepted and implemented by Government, we would suggest that the post of the Deputy Chief Executive Officers of the Zilla Parishads should be filled in by promotion of these officers and by the appointment of officers of the Local Government Service of the erstwhile Hyderabad, Bombay and Madras States. Some of these officers are already working as District Development Assistants in the offices of the Deputy Commissioners. The Assistant Commissioners now working as District Development Assistants should revert to the Revenue Department. The posts of Office Assistants in the offices of the Zilla Parishad could also be filled in by appointment of the Block Development Officers or senior Deputy Block Development Officers. One Block Development Officer can be appointed as an office Assistant in the office of each of the Divisional Commissioners. In this manner, it would be possible to absorb 30 to 40 Block Development Officers and the rest, we suggest could be appointed as Chief Officers of the Municipalities in consultation with the Public Health, Labour and Municipal Administration Department.

10.20. The following Extension Officers, *viz.*, of Agriculture, Rural Engineering and Co-operation, could continue at the rate of one per Block as they would have enough work to do.

10.21. In our view, one Extension Officer for Panchayat per taluk will not be able to do justice to his work. The number of Panchayats per taluk would be more and considering the fact that they all require guidance and supervision, we would recommend that, following in line with the general pattern, there should be one Panchayat Extension Officer per block. This will not only reduce the number of Panchayats in the jurisdiction of the Panchayat Extension Officer, but, would enable him to function more effectively and he would be able to inspect the offices of the Panchayats, hold training classes, and guide and supervise these bodies. We find that though separate staff has been sanctioned for the purpose of audit of the accounts of the Panchayats, it has not been possible for that staff to effectively and

systematically carry out the audit in time. Audit is very important function and we would recommend that this function should also be entrusted to the Panchayat Extension Officer and the Assistant Controller of the Local Audit may be asked to supervise his work in this regard. The Assistant Controller of Local Audit should also conduct audit at random of a few Panchayats in every taluk within his jurisdiction. The staff now existing for the audit of village panchayats in the State Accounts Department may be abolished in view of our recommendation for the creation of post of Panchayat Extension Officer for every block.

10.22. The posts of Animal Husbandry Extension Officer and Rural Industries Extension Officer, in our view, are superfluous and can be abolished. Since establishment and maintenance of Taluk Veterinary hospitals and dispensaries is the responsibility of the Zilla Parishad, in our opinion, it would suffice, if in order to continue extension work in villages, one or two more stockmen are attached to each of the dispensaries or aid centres. Further recruitment, therefore for Animal Husbandry Extension Officers need not be undertaken. The officer in charge of the Veterinary dispensary at the taluk or block level could attend to the functions of the Animal Husbandry Extension Officer.

10.23. There is an immediate need for evaluation of the potential for development of rural industries in every taluk. In districts, where there is definite scope for starting rural industries, we would suggest that, to begin with, one or two Extension Officers may serve under the Assistant Director of Industries and Commerce in the district. However, there may be one Extension Officer in every district to assist the Assistant Director of Industries and Commerce. All other posts may be abolished and the officials may be absorbed in the Industries and Commerce Department in suitable posts.

10.24. In July 1959, it was decided in a conference of development Commissioners at Mysore that in view of the overwhelming importance of agriculture in the economy of the country, 80 per cent of the time of the Village Level Worker should be devoted to agricultural production. As a multi-purpose worker,

he had to cover many items of work in a wide variety of fields. The magnitude of the work was such that it was virtually impossible of achievement and the Gram Sevak, consequently came in for criticism. The need for increased agricultural production in the context of the national emergency has focussed attention on the main role of the Gram Sevak, *viz.*, as an extension agent in agriculture. Government have decided that his entire time should be devoted to agricultural extension work. In the light of this, the Committee is of the view that the number of Gram Sevaks can be reduced from 10 to 8 uniformly in all the Blocks of the State. The services of the Gram Sevak should not be utilised for any other work.

10.25. There is a real need for developing the women's movement in the rural areas, particularly in the field of child care, better house management, home economics, nutrition pre-school education, maternity, etc.,. Considered in this light, continuance of Mukhya Sevika and two Gram Sevikas per Block is desirable. But, we find that their work has considerably suffered owing to lack of support to these workers from any organised department. Considering the emphasis everybody is laying on the need to expand the women's movement in the countryside, it is necessary that they are supported by an organisation of their own right up to the State level. Owing to this serious lacuna, in our view, these functionaries have not been able to work in a proper atmosphere. There is also considerable duplication of effort in the field of women's and children's welfare. We consider that, as in Madras State, there should be one State Social Welfare Advisory Board which might be headed either by a non-official lady or by a Minister. A separate Department of Women's Welfare should be created with a lady officer as its Director who would also be ex-officio Secretary of the State Board. In every District there should be a post of Woman Welfare Officer who would be responsible for the entire women and children's programme in the district. The State Social Welfare Board in the taluks and districts could function through appropriate Committees of the Taluk Development Boards and Zilla Parishads. Gram Sevikas and Mukhya Sevikas should be borne on this this department and their pay and allowances met by that department. If such a department cannot be set up, in our view, the continuance of these function-

aries would be purposeless and it would be better if these posts are abolished.

10.26. So far as Social Education Officers are concerned, the Committee on Democratic Decentralisation, Maharashtra State, has recommended that the posts of social education officers in the block area may be abolished and their functions entrusted to the Deputy Educational Inspectors by increasing their strength, if necessary. Similarly, the Madras Government have decided that the posts of Social Education Officers (men) be utilised for the appointment of Education Extension Officers, who will continue to perform the duties both of a social education officer and that of an education extension officer in respect of matters pertaining to primary education and social education.

10.27. It is learnt that the Mysore Government have decided that social education organisers in the development blocks should form part of the Department of Public Instruction and be under the general control of the Director of Public Instruction who will be the Ex-officio Director of Social Education in the State. Though the orders were issued in 1959, the decision of Government has not been implemented so far due to various reasons. With the entrustment of primary education and social education to these bodies, an opportunity is provided at the village level for mobilising the school teachers for social education purposes and for utilising the primary school buildings as Community Centres. Hence, we recommend that the posts of Social Education Organisers may be abolished and they may be absorbed in the Education Department in suitable capacities.

10.28. In the field of agriculture, at present, there are number of officers, supervisors, and assistants on the District establishment. Since there is considerable scope both for agriculture extension and soil conservation work all over the State, we consider that without increase in staff, it would be possible to have one additional Agricultural Extension Officer in every Taluk.

District set up.

10.29. We have already recommended that all schemes of a district character shall be entrusted to the Zilla Parishad for

implementation. According to that recommendation, the work of the following departments at the District level will be handed over to the Zilla Parishad according to rules and regulations laid down by Government :—

- (1) District Agriculture Officer,
- (2) District Health Officer,
- (3) District Social Welfare Officer,
- (4) One Executive Engineer,
- (5) District Statistical Officer,
- (6) Assistant Registrar of Co-operative Societies,
- (7) The District Education Officer,
- (8) The Assistant Director of Industries and Commerce,
- (9) The District Veterinary Officer,
- (10) Soil Conservation Officers wherever they are functioning,
- (11) District Publicity Officer wherever they are functioning,
- (12) The departments whose activities may be entrusted by Government to Zilla Parishad.

10.30. The Government staff in the District at present responsible for local sector schemes should be transferred to Zilla Parishad. The work, however, of these departments will be distributed between the Zilla Parishads and the Taluk Development Boards. Hence, the services of officers at the district level and lower levels should be placed at the disposal of the Zilla Parishads and Taluk Development Boards in proportion to their work.

10.31. We have made a sample study of the staffing pattern obtaining in Belgaum District and also suggested the possible future pattern of administrative set up in that district of the offices of the Zilla Parishad and Taluk Development Boards. *Vide* Annexure 'F'. The study, though illustrative, has revealed that an overall reduction in staff of about 10 per cent could be secured. In addition, as a result of decentralisation, there is scope for reduction of staff in the Secretariat and in the offices of the Heads of Department and other regional offices. It will also be necessary to work out the various administrative details connected therewith so that before the Zilla Parishads

come into being, the preliminary arrangements are made satisfactorily. For this purpose we would suggest that an experienced Assistant Commissioner may be deputed under each of the Divisional Commissioners to work out the details in respect of all departmental activities to be transferred to the Panchayati Raj bodies and at the Secretariat level, the Development and Rural Local Administration Department and Finance Department should be able to consider these reports and issue orders fixing the staff and disposal of surplus strength in each category.

10.32. Since the financial activities of the Zilla Parishad and other local bodies would be considerable, it is necessary that every Zilla Parishad is given the services of a competent Accounts Officer drawn from the Accountant General's office. He may be designated as the Chief Accounts Officer and Financial Adviser.

10.33. We would recommend a provision similar to that contained in the Maharashtra and Gujarat Acts enabling the State Government to withdraw the Chief Executive Officer of any Zilla Parishad, if at a special meeting of the Zilla Parishad not less than two-thirds of the total number of members other than associate members constituting the Zilla Parishad for the time being, vote in favour of such a resolution.

10.34. The Zilla Parishad, the Taluk Development Boards, the district officers and their subordinate officers, the Block Development Officers, etc., should be delegated adequate administrative and technical powers of sanction of schemes or works. The officers should conduct periodical inspections of their own offices and the subordinate offices. To carry out the decisions of the Zilla Parishads and Taluk Development Boards, the officers should be delegated adequate powers.

10.35. In annexure 'G', we have indicated the powers that should be vested with the Zilla Parishads and Taluk Development Boards and other officers for according administrative and financial sanctions.

CHAPTER XI

CONTROL, SUPERVISION, AND INSPECTION OF THE
PANCHAYATI RAJ BODIES.

11.1. Under item No. 7 of the terms of reference, the Committee has been requested to indicate the extent of control of Government over the local bodies and again as per item No. 10 of the same terms of reference, we have been asked to examine the existing set up for supervision and control over the local bodies at the State, Divisional and District levels and to recommend whether any change are necessary in view of the recommendations made.

11.2. As both the subjects are inter-related, we consider it convenient to deal with them together. The problem of guidance, supervision and control is a difficult one, since the idea of directing the Panchayati Raj institutions will have to be replaced by the idea of guidance and assistance.

11.3. The subject can be classified and discussed under two heads *viz.*, (1) Supervision and guidance and (2) Control. The new Pachayati Raj bodies have considerable responsibilities and extensive duties. It is essential for their healthy growth and the proper discharge of such responsibilities that all of them get adequate guidance through proper supervision and guidance and their activities are properly integrated and their difficulties expeditiously solved.

11.4. Supervision and guidance is required both in the technical and administrative spheres of work. It is a well-know fact that technical guidance by district officers to their subordinates has grievously suffered due to various reasons a state of affairs which has to be remedied immediatly. Since we are recommending that the district officers of Development Departments should serve directly under the Zilla Parishad, we hope that in the proposed set up technical guidance to the subordinate officials in the Panchayati Raj bodies would be forthcoming more often and in adequate measure.

11.5. The essential task of supervision, inspection and guidance is to encourage the institutions to establish sound traditions and promote among officials and non-officials the idea of mutual consultation and co-operation in order to establish healthy conventions of behaviour.

11.6. During our tours in the State, many have stated that inspections and supervision of Pachayats have been unsatisfactory and adequate guidance is not forthcoming. Technical officers under the Taluk Development Board, for example, the Block Development Officer and the Extension Officers (Panchayats), are required to supervise the working of the Panchayats and inspect their offices. But, very little seems to have been done in this direction.

11.7. The Deputy Commissioners and Assistant Commissioners, as general administrators, are also burdened with multifarious work and it has become almost impossible for them to offer guidance to such institutions and supervise their work effectively.

11.8. During our tours in the State, questions were put to non-official members of these institutions as to whether they would like to have powers of supervision, inspection of and control over a subordinate body. It was evident from the answers to the questions that none of them wanted any powers of control as such, since all these bodies consist of non-officials at all levels, either directly or indirectly elected, and any exercise of powers of control would only result in misunderstanding and friction and jeopardize the smooth functioning of those institutions. They were, however, of the view that such powers of control should vest with the State Government, exercisable through its officers, specifically empowered. However, according to them the task of supervision and guidance could be entrusted to the local bodies.

11.9. There is considerable force in the points made by the non-officials. Therefore, in our view control in the limited sense of the term can vest with the State Government or its officers and the powers of supervision and guidance which, no doubt, to some extent imply control, can vest with local bodies.

11.10. In view of what is stated in the preceding paras, we are not in favour of the creation of special posts of District or Divisional Officers or a Bureau of inspection and guidance as has been done in some States for guiding and supervising the work of these institutions. So far as Panchayats are concerned, the Taluk Development Boards should be primarily responsible for guiding, supervising and inspecting the Panchayats. The inspection of offices of Panchayats may be conducted by the Taluk Development Officers, the Deputy Taluk Development Officers, wherever they exist, and the Panchayat Extension Officers. The notes of inspection shall be placed before the general body who shall issue instructions to the concerned bodies or persons through its executive officers.

Inspections of Offices

11.11. The task of guiding, encouraging and supervising village panchayats is both a formidable and challenging task. In the initial stages the success of these institutions would depend to a considerable extent on the machinery created for guiding and supervising the work of these bodies. Considering the magnitude of the task involved we have recommended for a Panchayat Extension Officer for every block within the jurisdiction of Taluk Board. The Job Chart of the Panchayat Extension Officer lists out his function and duties.

11.12. Similarly, the Chief Executive Officer of the Zilla Parishad should inspect the offices of the Taluk Development Board. He should be assisted by other officers. For this purpose there should be a section in his office headed by the Deputy Chief Executive Officer.

11.13. The Zilla Parishad may be inspected by the Divisional Commissioner of the division, who will exercise general control relating to establishment and administration of the Zilla Parishads.

11.14. Budgets of the Panchayati Raj bodies are to be approved by the body at the next higher tier. Such approval by convention should refer to board allocations and not to details of programme. In order to avoid delay in the approval of the

budgets by the higher tier body, the Panchayats and Taluk Development Boards could go ahead with the implementation of continuation schemes and incur maintenance expenditure which are of routine nature, pending approval.

Powers of Zilla Parishads pertaining to supervision and inspection over Taluk Development Board and Panchayats and of Taluk Development Boards in respect of Panchayats.

11.15. The following powers pertaining to supervision and guidance can be exercised by the Zilla Parishad in respect of Taluk Development Boards and Panchayats :—

(1) To call for proceedings of any Panchayat or Taluk Development Board or any extract or any book or document in possession of or under the control of Panchayats or the Taluk Development Boards or any returns or statement of accounts or report which the Zilla Parishad thinks fit to require such Panchayat or Taluk Development Board to furnish ;

(2) to require a Panchayat or Taluk Development Board to reduce the number of persons maintained by the Panchayat or Taluk Development Board as officers or officials, the remuneration given or proposed to be given to such persons, if in the opinion of the Zilla Parishad these are excessive ;

(3) to require a Panchayat or Taluk Development Board to take into consideration any objection which appears to the Zilla Parishad to exist to the doing of any thing which is about to be done or is being done by such Panchayat or Taluk Development Board or any information furnished by the Zilla Parishad which appears to it to necessitate the doing of a certain thing by such Panchayat or Taluk Development Board ;

(4) to order a duty to be performed within a specified period if a Panchayat or Taluk Development Board has made default in the performance of any duty and if such duty is not performed within the specified period, to appoint a person to perform such duties and direct that the expenses thereof shall be paid by the defaulting Panchayat or Taluk Development Board within such period as the Zilla Parishad might fix ;

(5) to direct the Taluk Development Board or Panchayat to increase its income to such extent as is considered necessary, if the income of Taluk Development Board or Panchayat, falls below what is necessary for a proper discharge of their duties.

(6) to call for meetings of the Taluk Development Board or its Committees, if no meeting of the Taluk Development Board or its Committees has been held as per the Act or Rules.

11.16. All the above mentioned powers may be exercised by the Taluk Development Boards in respect of Village Panchayats in the jurisdiction. Normally, it is the Taluk Development Board which should exercise these powers in the first instance.

11.17. The above mentioned powers of the Zilla Parishad and the Taluk Development Board could be delegated by the Zilla Parishad or Taluk Development Board to the President or the Chief Executive Officer of the Zilla Parishad or to the President or Taluk Development Officer of the Taluk Development Board respectively.

Powers of Control over Panchayats.

11.18. The powers of control over the Panchayat that could be exercised by the Government through its officers are as follows :—

(1) The power to suspend the execution of order if the doing of any thing which is about to be done or is being done by or on behalf of such Panchayat as unlawful.

(2) The power to order execution of works in case of emergency wherein such execution is necessary for the health and safety of the public.

(3) Surcharging the members personally liable for the loss, waste or misapplication of money or property.

(4) The right to requisition records, money, property, etc., and for its handing over.

(5) Dissolution or supersession of Panchayats for default in the performance of the duties.

11.19. The powers in respect of items (1) to (4) can vest with the Chief Executive Officer of the Zilla Parishad and powers in respect of item (5) may vest with the Divisional Commissioner of the division.

Powers of State Government over Taluk Development Boards and Zilla Parishads.

11.20. So far as Taluk Development Boards and Zilla Parishads are concerned, the following powers may be vested with the State Government :—

(1) To institute an enquiry into the affairs of the Zilla Parishad or Taluk Development Board ;

(2) Dissolution or supersession of the Zilla Parishad or Taluk Development Board ;

(3) To provide for performance of a duty, if the Zilla Parishad defaults in the performance of any duty ;

(4) To issue general directions regarding works and developmental schemes of the Zilla Parishad ; and

(5) Requisitioning services of such officers and staff of the Zilla Parishad as deemed necessary.

Powers of Divisional Commissioner.

11.21. The Divisional Commissioners may, subject to the control and orders of Government, be the chief controlling authority in respect of all matters relating to the administration of these bodies. It is desirable that Government delegates to the Commissioners wide powers so that the need for correspondence with Government is obviated to a considerable degree. In respect of Zilla Parishads, he may exercise the following specific powers :—

(1) To call for meetings of the Zilla Parishad or its committees if no meeting of such Zilla Parishad or Committees has been held as per the Act or Rules ;

(2) To enter on and inspect any immoveable property or to call for any extract, return, statement, account, report, etc. ;

(3) To enter the office of the Zilla Parishad, inspect records, registers and other documents ;

(4) To order reduction in the establishment of officers and officials of the Zilla Parishad or the remuneration paid to them ;

(5) To direct the Zilla Parishad to increase its income.

Powers of Deputy Commissioner.

11.22. The following powers could be exercised by the Deputy Commissioner of the district.—

(1) Under authority of the State Government, to call for information relating to the affairs of the Zilla Parishad or Taluk Development Board ;

(2) Power to suspend execution of order or resolution, etc., of the Zilla Parishad or Taluk Development Board, or the doing of anything which is about to be done or is being done, which, in the opinion of the Deputy Commissioner, is unjust, unlawful or is likely to cause injury or annoyance to the public or leading to breach of peace ;

(3) In case of emergency, to provide for the execution of extraordinary work or the doing of any act which the Zilla Parishad or Taluk Development Board is empowered to execute, if, in his opinion, such action is called for the health or safety of the public.

Audit

11.23. The Controller of the State Accounts Department, it is learnt has suggested that the Deputy Commissioner should not be vested with the authority to accept the explanation of audit objection as provided under sub-section (4) of Section 86 of the Act. The Panchayati Raj institutions, in the initial stages are likely to commit mistakes and the possibility of the commission of such mistakes has to be recognised and allowed for if they have been committed in good faith. Even audit has its constructive role to play in furthering the objectives of the Panchayati Raj institutions. It is, therefore, our view that this power which rightly now vests with the Deputy Commissioner, may vest instead with the Chief Executive Officer of the Zilla Parishad in respect of Taluk Development Boards and Panchayats and with the Divisional Commissioner in respect of the Zilla Parishads.

CHAPTER XII

MISCELLANEOUS

12.1. In this Chapter, we propose to discuss other subjects pertaining to Panchayati Raj.

Constitution of a High Power Board at the State Level

12.2. In view of the multifarious and diverse functions to be entrusted to the Panchayati Raj bodies, there is a need for the constitution of a high power board at the State Level to review and co-ordinate the activities and functions of Panchayati Raj institutions and to recommend to Government on matters on which Government decision would be necessary.

12.3 In our State, following the pattern in many of the other States, we have constituted an Informal Consultative Committee at the State Level in order to secure an effective participation of representative non-officials in the Community Development Programmes and policies. The objects of the Committee are :—

(1) to advise the State Government in the implementation of National Extension Schemes and Community Development Programmes so that the organisation, procedure, method of planning

and execution in every field will be so designed that the money spent yields the best possible returns ;

(2) to offer suggestions in order to make programmes more effective

(3) to review the progress periodically ; and

(4) generally to assess the impact of the movement and to associate non-official opinion from all areas of the State in the conduct of the programme.

12.4. After the establishment of the Panchayati Raj Institutions, the scope of development activities have considerably expanded. These bodies are not only implementing the Community Development Programmes, but also undertake other functions statutorily vested in them along with the implementation of certain plan and non-plan schemes of Government. Therefore, it seems desirable to have a body at the State level which will include non-officials representing these bodies also.

12.5. The Committee, during its tours in the neighbouring States, has enquired about the functioning of any such bodies at the State Level or Divisional Level. In Madras State, for example, the State Informal Consultative Committee has been dispensed with and in its place Consultative Committees on Panchayat Development are constituted for specific purpose. Three such Committees are :—

(1) the Panchayat Development Committee on Administration and works ;

(2) the Panchayat Development Committee on Production programmes ; and

(3) the Panchayat Development Committee on Welfare Services Programme.

In Maharashtra, Democratic Decentralisation Committee recommended the constitution of a high level non-statutory advisory board at each Divisional Level. Section 16 of the Gujarat Panchayats Act, 1961, provides for the setting up a State Council for Panchayats.

12.6. The Committee, after considering the set up in various States, recommended that the existing State Informal Consultative Committee be replaced by a State Council for Panchayati

Raj. The State Council for Panchayati Raj shall consist of the following members, *viz.* :—

- (1) Minister for Development as its *Chairman* ;
- (2) Deputy Minister for Development, if there is one *Vice-Chairman* ;
- (3) Presidents of all the Zilla Parishads ;
- (4) Three officers to be nominated by the State Government ; and
- (5) Such officer as the State Government may appoint as Secretary of the Council.

The functions of the council could be as follows :—

- (1) to advise the State Government on all general questions pertaining to Panchayati Raj ;
- (2) to review the administration of the local bodies and suggest ways of co-ordination ;
- (3) to suggest ways and means to improve the finances of the bodies and to remove difficulties experienced by them in their Administration ; and
- (4) to report to State Government on such matters as may be referred to it by the State Government for its opinion.

The Council may meet twice in a year.

Administration Reports

12.7. Since Zilla Parishads and Taluk Development Boards would be handling Government funds, it is necessary that the Administration Report of Zilla Parishads including its Taluk Development Boards should be submitted to the Houses of the State Legislature. We would, therefore recommend that the Annual Administration Report of the Zilla Parishads should include the audit notes with replies thereto as also the report of the Taluk Development Boards received by it. The Taluk Development Boards shall submit its Administration Report along with audit notes and replies to the Zilla Parishad for the purpose of its inclusion in the Administration Report of the Zilla Parishad. This Administration Report shall be published by the Zilla Parishad in such manner as the State Government may prescribe and the Report shall be laid before the Houses of Legislature as soon it is published..

Collection of Land Revenue and Panchayat dues

12.8. Though in the legislation of a few States provision has been made to entrust the collection of land revenue to the Panchayats, after careful consideration, we are of the view that

the time is not ripe to entrust this function to Panchayats though ultimately this should be their responsibility. The Panchayats are in their infancy. They are primarily responsible for the implementation of many civic and developmental functions. As it is, in many of the Panchayats, it has not been possible to recover Panchayat dues satisfactorily and we consider, therefore, that the collection of land revenue be done by the revenue agency for the time being. Panchayats, by and large, have found it difficult to arrange for the satisfactory collection of house tax. House tax is the most important source of revenue and we would recommend that the collection of house tax and powers thereof should also be entrusted to the revenue agency. So far as dues from other sources of income of the Panchayats are concerned, the Panchayat would continue to be responsible as now for the collection of dues. This, in our view, would ensure that the Panchayats in the initial stages, do not suffer for want of finances.

Role of the Heads of Development Departments

12.9. Our attention has been invited by many non-officials to the fact that the Heads of Development Departments at the State level have been rendered practically ineffective and their real task of giving technical guidance to district officers, supervising the programmes at the field level and maintaining close contact with non-officials at the local levels has grievously suffered owing to the considerable increase in work of a purely administrative nature, like transfers, postings, disciplinary action, etc. They have considerable staff for this purpose in their departments. We are of the view that the Heads of Development Departments should not be burdened with routine administrative work and their essential role as technical officers should be re-emphasised. We, therefore, recommend that the power of transferring Class II Officers may be withdrawn from the Heads of Development Departments and reserved with the State Government. Postings of Class III technical personnel may be done by a senior officer in the office of the Heads of Development Departments. The Heads of Development Departments would then have adequate time to tour the districts and be in touch with the Presidents of the Zilla Parishads and Taluk Development Boards and the officers of their departments at the various levels. With their constant guidance

and supervision, it is definite that the tempo in the implementation of schemes and works could be increased. This would also enable them to pay special attention to research schemes which are of vital importance, particularly in the field of agriculture.

Organisation of the Development and Co-Operation Department

12.10. The Development Department, at the moment, consists of the following officers :—

(1) A Development Commissioner, who is *ex-officio* Commissioner for Agricultural Production and Secretary to Government, Development and Rural Local Administration Department. He is also the Commissioner for Small Savings and Special Officer for Rural Housing Cell.

(2) A Deputy Development Commissioner who is also Director of Youth and *Ex-officio* Deputy Secretary to Government.

(3) A Deputy Secretary to Government, Rural Local Administration.

(4) A Director of In-service Training.

(5) A Senior Accounts Officer.

(6) An Accounts Officer.

(7) Three Under Secretaries to Government, and

(8) Two Assistant Development Commissioners.

The work of the Department has considerably increased since the days when it was purely dealing with the Community Development Programmes. With the introduction of Panchayati Raj, the work of the Department has not only considerably increased, but is growing. The subject of Co-operation which was formerly being dealt with in another Department has also come over to this Department recently. The Development Commissioner as Commissioner for Agricultural Production deals with all correspondence having a direct or indirect bearing on the subject of increased food production. The Development Department, as the co-ordinating Department, also handles papers of various Departments. Special subjects like the development of area under the major irrigation projects, applied nutrition programme, integrated child welfare project, rural works programme, village volunteer force, American peace Corps, Panchayat agricultural production programme, radio rural forum, social welfare programmes, rural housing, etc., have all added to the work of this Department. Considering the staffing pattern at the Secretariat level in the neighbouring States of

Andhra Pradesh, Madras and Maharashtra, it is our view that the staff at the Secretariat level has to be increased and the work load evenly distributed in order to enable the department to effectively and speedily deal with numerous problems that are likely to arise in the wake of the changes that we proposed to be implemented. Considering, therefore, the over all position, we feel that the staff at the Secretariat level in the Department would have to be increased to cope up with the additional work. Hence, in addition to the Development Commissioner, there should be a Joint Development Commissioner who will be in over all charge of the Community Development and Panchayati Raj and should be, in effect, the apex of the entire machinery of rural development. He could also be the Additional Secretary to Government. In addition to the existing Deputy Development Commissioner, one more post of Deputy Development Commissioner could be created. He could be mainly a touring officer supervising and guiding the Zilla Parishads and Taluk Boards and keep the Government informed of the practical difficulties encountered at the field level. As mentioned in para 9.21., an officer of the Indian Audit and Accounts Department could be appointed as Deputy Secretary. He may deal with matters pertaining to Panchayati Raj finance and accounting procedures. The number of Under Secretaries can be increased from 3 to 5 to deal with matters pertaining to administration, co-operation, programmes, finances, etc. A Special Officer could be appointed for preparation of rules and manuals. The existing posts of Director, in Service Training and Accounts Officer may continue. The posts of Senior Accounts Officer and the two Assistant Development Commissioners could be abolished.

Safeguarding the Interests of Weaker Sections of the Community.

12.11. The Committee in one of its terms of reference, has been asked to examine and indicate the safeguards, if any, necessary to ensure that the interests of the weaker sections of the Community are protected.

12.12. The Study Group on the Welfare of the Weaker Sections of the Village Community was appointed with Shri Jaya Prakash Narayan as Chairman to study how far and in what

manner the Community Development Organisation and the Panchayati Raj Institutions at Village, Block and Zilla Levels can promote the economic development and welfare of the Weaker Sections of the Community.

12.13. About 80 per cent of the rural households have an income of less than Rs. 1,000 per annum, and 50 per cent who from the lower rung of the ladder have an income of less than Rs. 500 per annum. This lower rung comprises agricultural labourers and cultivators with very small land holdings, artisans and small craftsmen and at the lowest level destitutes with no means of livelihood at all.

12.14. It is stated that families whose income is less than Rs. 1,000 a year would cover cases of chronic economic backwardness. Within this low income classification, priority of assistance should be given to those families whose income is less than Rs. 500 a year. Families whose income is less than Rs. 250 a year should be regarded as destitutes. The entire Scheduled Castes and Scheduled Tribes population may be regarded as forming part of the weaker sections.

12.15. Some of the important recommendations of the Study Team are as follows :—

(1) So far as the role of Panchayati Raj Institutions and the Community Development Organisation are concerned, encouragement and promotion of a common ownership of land be taken up as a prominent part of the educative and re-orientation work of the Community Development Organisation and all its ancillary bodies ;

(2) Loans under the Community Development Programme should, as a rule, be devoted to annual schemes involving community participation including demonstrations. Families with an annual income of less than Rs. 500 with priority to those belonging to Scheduled Castes and Scheduled Tribes, should be granted loans as individual assistance ;

(3) In Taluks or areas where there is a larger concentration of economically weaker sections, a specified amount say, Rs. 10,000 (loan of Rs. 5,000 and grants-in-aid Rs. 5,000 should be pooled from each Block) and kept as a reserve or equalisation fund at the District ;

(4) The provision for Rural Housing should be utilised exclusively for the weaker sections ;

(5) Certain minimum amenities that are required in every village, viz., drinking water supply, school and road communication from the village to the nearest main road or rail head should be made available as first priority especially in the areas occupied by the Scheduled Castes and other weaker sections of the village;

(6) As regards local development works, the bulk of these should be applied to the areas occupied by the weaker sections allowing such special reduction in the scale of public contribution as may be decided by the concerned Panchayati Raj Bodies;

(7) Demonstration of improved agricultural practices, as far as possible, be taken up in lands belonging to the small cultivators. Loans, if any, should be reimbursed by the cultivators;

(8) Poultry feed should be supplied at subsidised rates and there should be some help from the block organisation for marketing eggs;

(9) Many families among the weaker sections of the community would take up piggery if sufficient help is given. Supply of improved type of animals and also supply of pig-feed at subsidised rates in the initial period should be arranged.

(10) A literacy campaign aimed especially at the weaker sections of the community should be undertaken. In such a campaign, sufficient incentive should be offered to illiterate persons who become literate such as paying a few naye paise more per day to labourers in Government work if they sign their muster-roll instead of putting their thumb-print;

(11) Special attention should be given to education and training the members of the weaker sections of the community for occupying key posts in the block development programmes, particularly in supervisory and higher grades. This will ensure satisfactory implementation of schemes approved by Government for the improvement of the weaker sections;

(12) The whole bias of Panchayati Raj institutions has to be towards the weaker sections of the village community. Responsibility should be vested in the Village Panchayat in regard to providing full employment in the works programme and minimum social services needed by the village community;

(13) Panchayats should help the economically weaker sections of the community to become members of the Co-operative Societies making available financial resources to enable them to purchase shares in co-operative societies.

12.16. The Committee appreciates the need for safeguarding the interests of the weaker sections of the society. The recommendations are acceptable in principle. So far as community development funds are concerned, we endorse the recommendations for reservation of certain amounts to be given as loans or

grants-in-aid from the funds of every block. The State Government, it is learnt, has recently issued instructions directing block authorities to ensure that members of the weaker sections of the community are benefitted by the employment opportunities under the rural works programme. We would recommend that in addition to the funds so earmarked and the funds made available by the Social Welfare Department, the Panchayats, Taluk Development Boards and the Zilla Parishads may earmark a fixed percentage of their funds for the welfare of the weaker sections of the society. Assistance rendered should be in the form of an economic aid which will enable such members to start a livelihood. This may be in the shape of loan or grant-in-aid. Housing is one of the major problems of the weaker sections and all efforts must be made to provide housing facilities by forming housing co-operative societies.

12.17. We have already recommended that the Committees of Taluk Development Board and the Zilla Parishad dealing with the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes, should be primarily responsible to watch the implementation of all measures designed to benefit the weaker sections of the community. Once a quarter, these Committees must review in detail the progress achieved and the difficulties encountered and forward a report to Chief Executive Officer of the Zilla Parishad (from the Taluk Board) and from the Chief Executive Officer to the Divisional Commissioner and Director of Social Welfare.

Recovery of Loans and Advances made by Government

12.18. There are many functions of the local authorities such as execution and maintenance of water supply schemes, maintenance of local fund and veterinary dispensaries, etc., in respect of which Government has to incur expenditure in advance on a fairly large scale and where on account of the local authorities not discharging their responsibilities in this behalf promptly, arrears keep on accumulating. The Accountant General, has been observing the mounting arrears in his audit report every year. The Village Panchayats and Local Boards Act does not contain any provision under which Government can take any action to adjust the arrears in a lumpsum or in instalments.

There is such a provision in the Municipal Legislation. If the Panchayats and Taluk Boards fail to pay, Government has to have recourse only to legal action now. To remedy this we would suggest that Government may be vested with the power of making adjustments of sums due to them either in a lump sum or in instalments, after giving proper notice to the local authority concerned and on its failure, to make adjustment.

Training of Non-Officials.

12.19. There are four Panchayati Raj Training Centres in the State located at Nanjangud (Mysore) Vishwanedam (Bangalore) Dharwar and Gulbarga. In the normal course it was proposed to increase their number to six and then to eight, gradually reaching an ultimate number of 19 at the rate of one each per district by the end of the III Five Year Plan Period.

12.20. These Panchayati Raj Training Centres are Training Institutes entrusted to the voluntary organisations which would train non-official functionaries of the Panchayati Raj with the financial assistance from the Government. Normally, the members of Taluk development Boards, Chairman and Vice-Chairman of Village Panchayats and members of the Village Panchayats are to be provided proper orientation through these Centres. For this purpose, these centres will organise two types of training-institutional and peripatatic. These centres are financially supported solely by the Central and State Governments which would share equally a *per capita* cost of Rs. 4.50 and 2.80 for Institutional and Peripatatic courses respectively.

12.21. The four Panchayati Raj Training Centres in the State began functioning from August 1962. A review by the end of November 1962 revealed that the performance of these centres left much to be desired. Out of 2600 Village Panchayat Chairmen and Vice Chairmen and Taluk Board members who had to be trained by November 1962, only 812 were trained. Immediate steps were taken at this point to revitalise the programme and the situation improved somewhat by February 1963. But the overall position remains unsatisfactory.

12.22. Thereafter, the Panchayati Raj Training Centres embarked upon the 2nd phase of the programme namely organising peripatatic training for Village Panchayats members. The participation in these courses is a little more heartening. But it is observed that over a period of nearly two months, only one Panchayati Raj Training Centre attracted the full 100 per cent participation, while the second had only 75 percent attendance. The third and the fourth Panchayati Raj Training Centres had only 48 and 46 percent attendance to their credit.

12.23. Attendance in the courses organised by the Panchayati Raj Training Centres is a significant factor. The entire financial structure of the Panchayati Raj Training Centre is based on this. For every percent of short fall of attendance, the State Government will have to incur an expenditure which is not shared either by the Government of India or by the voluntary organisation concerned.

12.24. During our tours, it has been represented that if training courses are organised at the district level, it would be convenient from all points of view. One of the main reasons for the poor response is the unwillingness on the part of the members of Panchayats to go long distances leaving their homes or remain absent from the village at a stretch for a week or ten days. Naturally, many of them are reluctant to leave the village during the agricultural season. It is suggested that if orientation training courses are held at the district level, the response to training would be much better owing to the local interest in such a programme. Peripatatic courses could also be held.

12.25. In our view, a comprehensive training programme for the benefit of the non-official functionaries in Panchayati Raj institutions is extremely necessary. Hence instead of establishing regional training centres, we would recommend that at the district level, orientation training course or seminars can be held for the benefit of Zilla Parishad members and Taluk Development Board members. Peripatatic training courses can be held for members of Village Panchayats. These training courses can be arranged at the appropriate off seasons of the year. Refresher

courses can be arranged at periodic intervals. The Zilla Parishads could be entrusted with this responsibility. A temporary establishment consisting of a few qualified instructors can be created whenever such training courses are to be organised. The instructors could be trained at the training centres of the Government of India.

12.26. The financial assistance forth coming from the Government of India could be directly made available to the Zilla Parishad with whatever supplementary grants from the State Government as are considered suitable.

Village Extension and Survey

12.27. Owing to the increase in population and the advent of numerous sub-divisions in families, the problem of congestion in the villages has been intensified. For utter want of space, the public streets and lands in the villages are being encroached upon. In order that this urgent and important problem is tackled on priority and systematically, we recommend that the Zilla Parishad should be entrusted with the responsibility for planning for village extensions. There should be a Village Extension Committee of the Zilla Parishad consisting of the President of the Zilla Parishad, the Chief Executive Officer, the Health Officer and the Executive Engineer.

12.28. This Committee should attend to the preparation of the master plan for village extension in the district. Irrespective of whether the Panchayats want acquisition or not, the Zilla Parishad should acquire land for future extension of the villages. The Zilla Parishad may appoint Surveyors for surveying the private and public lands and buildings within the sites of villages. The survey may be conducted first in the bigger villages where the congestion is noticed due to increase in population. The Committee of the Zilla Parishad may decide thereupon the lands in villages which are suitable for extension of the village. If the Committee's decision is unanimous, it shall be a conclusive proof of the fact that the lands proposed for acquisition are suitable for extension of the village and that they are needed for a public purpose. If

the decision is not unanimous, the matter should be referred to the Deputy Commissioner whose decision shall be final. Government may advance loans to Zilla Parishad for such acquisitions. The cost could be recovered by the Zilla Parishad from the allottees of sites in the lay-outs.

12.29. In the State of Maharashtra, it is learnt that in every district one or two posts of Assistant Commissioners have been abolished pursuant to the work of collection of land revenue being entrusted to the Panchayats and with the transfer of waste lands, gomal lands, etc., to the Panchayats. The Democratic Decentralisation Committee, Gujarat State, also has recommended the abolition of the posts of revenue Sub-Division Officers for the same reasons. We have examined this point carefully, but, in view of our recommendation, that not only collection of land revenue but also the collection of house tax of Panchayats should continue to be with the Revenue agency, it would not be possible to abolish the posts of Assistant Commissioners. Besides, it is only after the transfer of all developmental functions to the Zilla Parishads, Taluk Development Boards and Panchayats as suggested by us, a real chance is provided to the Deputy Commissioner and the Assistant Commissioners to improve the tone of revenue administration. However, since, the work of the Assistant Commissioners on the development side would be reduced, we would suggest that the posts of Special Land Acquisition Officers (except under the Major Irrigation Projects) in the districts where they are functioning should be abolished and the acquisition work attended to by the Assistant Commissioners of the Sub-Divisions. Ultimately, when the collection of land revenue and other revenue work is entrusted to the Panchayats, there would be a need to consider reduction in their number.

Conclusion

12.30. We have in our recommendations covered broadly the terms of reference contained in the Annexure to the Government Order appointing the Committee. We have recommended changes in the constitution of the Taluk Development Board, the establishment of an executive district level body, entrustment of

schemes and works of a local character for implementation by these bodies and assignment to them of sufficient financial resources. The new Panchayati Raj Bodies are not comparable to the local bodies that functioned earlier in many States. For all practical purposes, they are Government institutions discharging the functions of Government at the appropriate levels. The magnitude and variety of Government activities are so stupendous that it will not be possible to implement every scheme from the State level. There has to be decentralisation of real authority and functions to the lower levels and the representatives of the people made fully responsible for the formulation and implementation of policies and programmes. The representatives of the people in these institutions will have to appreciate the essential aims and objectives of Panchayati Raj and their role in contributing to the realisation of these objectives. They have to establish healthy conventions of work. Officers have to reorient their outlook to the changing order and realise the immense scope before them for rendering useful service to the people. Writing in the March 1954 issue of the *Kurukshetra*, the Prime Minister observed as follows :

“Officials and non-officials both have their part to play in this work. Both are essential. Officials should bring the experience of training and disciplined service. The non-officials should represent and bring that popular urge and enthusiasm which gives life to a movement. Both have to think and act in a dynamic way and develop initiative. The official has to develop the qualities of the popular leader; the people's representatives have to develop the discipline and training of the official. So they approximate to each other and both should be guided by the ideal of disciplined service in a common cause.”

12.31. Panchayati Raj is a means to achieve economic development, social change and democratic growth.

12.32. As mentioned earlier it is the State Government that functions through these democratic bodies at the district, taluk and village levels. Hence it is the duty of the State Government to foster, help and guide these institutions so that they justify the confidence that the Government and the people repose in them.

12.33. It is our hope that in the light of our recommendations, Government would make early efforts to implement this democratic programme.

KONDAJJI BASAPPA, *Chairman.*

M. R. PATIL, *Member.*

V. MASIYAPPA, *Member.*

A. R. BADRINARAYAN, *Member.*

KOLLUR MALLAPPA, *Member.*

S. S. MELLIGERI, *Member.*

KOPRESHA RAO, *Member.*

NERALE MADIHA, *Member.*

G. V. K. RAO, *Member.*

N. S. BHARATHI, *Member.*

S. RAMANATHAN, *Member-Secretary.*

BANGALORE,
18th May, 1963.



कर्नाटक नयन

ANNEXURE 'A'

S. RAMANATHAN,
Deputy Development
Commissioner, and
Member-Secretary,
Committee on Panchayati Raj.

MYSORE GOVERNMENT SECRETARIAT,
'VIDHANA SOUDHA',
Bangalore, dated 7th November 1962.

To

All Concerned.

SIR/MADAM,

The Committee on Panchayati Raj has been constituted by the Government to review the working of the Panchayati Raj Institutions in Mysore State in the light of experience gained in this State and in the neighbouring States.

The Committee appeals to the public and institutions for their valuable suggestions, opinions, advice and invites their co-operation in assessing the present functioning, constitution and resources of the Panchayati Raj Institutions and in arriving at appropriate measures to be taken to make these bodies function properly. In order to focus attention on the more important matters having a bearing on the terms of reference to the Committee, the enclosed Questionnaire has been framed and is issued, both in Kannada and English, to the public for eliciting their considered views and opinions. They may kindly express their views and opinions either in English or Kannada.

It is open to the public to enlighten the Committee either in the form of replies to the specific questions framed or in general terms in respect of all or any of the questions on which they may wish to communicate their ideas and suggestions.

The Committee will be grateful for the expression of public views and opinion in response to this Questionnaire, and request that replies thereto be sent to the Deputy Development Commissioner and Member-Secretary, Committee on Panchayati Raj, Room No. 249-F, II Floor, Vidhana Soudha, Bangalore, on or before Monday the 31st December 1962.

Yours faithfully,

S. RAMANATHAN,
Member-Secretary,
Committee on Panchayati Raj.

ಪ್ರಶ್ನಾವಳಿ
QUESTIONNAIRE

ಪಂಚಾಯತಿಗಳ ವ್ಯವಸ್ಥೆ.
Panchayats Constitution

1. ಪಂಚಾಯತಿಗಳ ಸಂಬಂಧದಲ್ಲಿ ಈಗ ಇರತಕ್ಕ ವ್ಯವಸ್ಥೆಯು ತೃಪ್ತಿಕರವಾಗಿದೆಯೆಂದು ನೀವು ಭಾವಿಸುತ್ತೀರಾ ಅಥವಾ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಭಾವಿಸುತ್ತೀರಾ ? ಹಾಗಿದ್ದಲ್ಲಿ ವಿವರಗಳನ್ನು ಕೊಡಿ.

1. Do you consider that the existing constitution of the Panchayats is satisfactory or do you consider that any changes are called for ? If so, give details.

2. ಪಂಚಾಯತಿಯು ಚುನಾಯಿಸಲ್ಪಟ್ಟ ಅಥವಾ ಸ್ವಲ್ಪ ಭಾಗ ಚುನಾಯಿಸಲ್ಪಟ್ಟ ಮತ್ತು ಸ್ವಲ್ಪ ಭಾಗ ನಾಮನಿರ್ದೇಶಗೊಳಿಸಲ್ಪಟ್ಟ (ಸದಸ್ಯರುಗಳ ನೋಟಗೊಂಡ) ಸಂಸ್ಥೆಯಾಗಿರಬೇಕೆಂದು ಭಾವಿಸುತ್ತೀರಾ ?

2. Do you consider that the Panchayat should be a elected or partly elected and partly nominated body ?

3. ಈ ಕೆಳಗೆ ಕಂಡ ಸಮಾಜ ಒತಾರ್ಥವುಳ್ಳ ಸಂಘ ಸಂಸ್ಥೆಗಳಿಗೆ ಪಂಚಾಯಿತಿ ಯಲ್ಲಿ ಪ್ರಾಧಿನ್ಯ ಕೊಡಬೇಕೆಂದು ಶಿಫಾರಸು ಮಾಡುತ್ತೀರಾ :—

3. Do you recommend any representation in the Panchayat for the following interests :—

(ಎ) ಸಹಕಾರ ಸಂಘಗಳು :

(a) Co-operative Societies :

(ಬಿ) ಮಹಿಳಾ ಮಂಡಲಿಗಳು, ಯುವಕ ಸಂಘಗಳು, ಭಾರತ ಸೇವಕ ಸಮಾಜ ಮೊದಲಾದ ಸ್ವಯಂ ಸೇವಕ ಸಂಸ್ಥೆಗಳು : ಮತ್ತು

(b) Voluntary Organisations like Mahila Mandals, Youth Clubs, Bharat Sevak Samaj, etc. ; and

(ಸಿ) ಸಮಾಜ ಒತಾರ್ಥವುಳ್ಳ ಬೇರೆ ಯಾವುದಾದರೂ ಸಂಘ ಅಥವಾ ಸಂಸ್ಥೆ.

(c) Any other interest.

14. ಪಂಚಾಯತಿಗಳಲ್ಲಿ ಈಗ ಸ್ತ್ರೀಯರಿಗೂ ಮತ್ತು ಅನುಸೂಚಿತ ಜಾತಿಯವರಿಗೂ ಪ್ರಾತಿನಿಧ್ಯವನ್ನು ಕೊಡುವ ಪದ್ಧತಿಯು ಸಮರ್ಪಕವಾಗಿದೆಯೆ ಅಥವಾ ಅದರಲ್ಲಿ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಸಲಹೆ ಮಾಡುತ್ತೀರಾ ?

4. Is the present system of representation provided for Women and Scheduled Caste on the panchayats satisfactory or would you recommend any changes thereto ?

ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳು.
Taluk Development Boards

5. ಈಗ ಇರತಕ್ಕ ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಯ ರಚನೆಯು ಸಮರ್ಪಕವಾಗಿದೆಯೆಂದು ಭಾವಿಸುತ್ತೀರಾ ಅಥವಾ ಅದರಲ್ಲಿ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಭಾವಿಸುತ್ತೀರಾ. ಹಾಗಿದ್ದಲ್ಲಿ, ವಿವರಗಳನ್ನು ಕೊಡಿ.

5. Do you consider that the existing constitution of the Taluk Development Board is satisfactory or do you consider that any changes are called for and if so, give details.

6. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಯು ಚುನಾಯಿಸಲ್ಪಟ್ಟ ಅಥವಾ ಸ್ವಲ್ಪ ಭಾಗ ಚುನಾಯಿಸಲ್ಪಟ್ಟ ಮತ್ತು ಸ್ವಲ್ಪ ಭಾಗ ನಾಮನಿರ್ದೇಶಗೊಳಿಸಲ್ಪಟ್ಟ (ಸದಸ್ಯರಿಂದ ಕೂಡಿದ) ಸಂಸ್ಥೆಯಾಗಿರಬೇಕೆಂದು ಭಾವಿಸುತ್ತೀರಾ ? ಚುನಾವಣೆಯು ಪ್ರತ್ಯಕ್ಷವಾಗಿರಬೇಕೆ ಅಥವಾ ಪರೋಕ್ಷವಾಗಿರಬೇಕೆ ಮತ್ತು ಯಾವ ಪ್ರಮಾಣದಲ್ಲಿರಬೇಕು ?

6. Do you consider that the Taluk Development Board should be elected or partly elected and partly nominated body? Should the election be direct or indirect and in what proportion ?

7. ಈ ಕೆಳಗಿನಿಂದ ಸಂಘ ಸಂಸ್ಥೆಗಳಿಗೆ ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಯಲ್ಲಿ ಪ್ರಾಥಮಿಕ, ಕೊಡಬೇಕೆಂದು ಶಿಫಾರಸು ಮಾಡುತ್ತೀರಾ :—

7. Do you recommend any representation in the Taluk Development Board for the following :—

(ಎ) ಸಹಕಾರ ಸಂಘಗಳು :

(a) Co-operative Societies :

(ಬಿ) ಯುವಕ ಸಂಘಗಳು, ಮಹಿಳಾ ಮಂಡಲಿಗಳು, ಭಾರತ ಸೇವಕ ಸಮಾಜ, ಭಾರತದ ಸ್ಕೌಟುಗಳು ಮತ್ತು ಗೈಡುಗಳು ಮೊದಲಾದ ಸ್ವಯಂ ಸೇವಕ ಸಂಸ್ಥೆಗಳು ;

(ಬಿ) Voluntary Organisations like Youth Clubs, Mahila Mandals, Bharat Sevak Samaj, Bharat Scouts and Guides, etc. ;

(ಸಿ) ಮುನಿಸಿಪಾಲಿಟಿಗಳು (ನಗರ ಪಾಲಿಕೆಗಳು) ;

(c) Municipalities ;

(ಡಿ) ಬೇರೆ ಯಾವುದಾದರೂ ಸಮಾನ ಹಿತಾರ್ಥವುಳ್ಳ ಸಂಘ ಸಂಸ್ಥೆಗಳು.

(d) Any other interests.

8. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಯಲ್ಲಿ ಸ್ತ್ರೀಯರಿಗೆ ಮತ್ತು ಅನುಸೂಚಿತ ಜಾತಿಯವರಿಗೆ ಪ್ರಾತಿನಿಧ್ಯವನ್ನು ಕೊಟ್ಟಿರುವ ಈಗಿನ ಪದ್ಧತಿಯು ಸಮರ್ಪಕವಾಗಿದೆಯೆ ಅಥವಾ ಅದರಲ್ಲಿ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಶಿಫಾರಸು ಮಾಡುತ್ತೀರಾ ?

8. Is the present system of representation provided for Women and Scheduled Caste on the Taluk Development Board satisfactory or do you recommend any changes thereto ?

ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳು.

District Development Councils

9. ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳಲ್ಲಿ ಅಧಿಕಾರಿಗಳು ತಮ್ಮ ಅಧಿಕಾರ ಪ್ರಯುಕ್ತ ಸದಸ್ಯರಾಗಿರುವ ಈಗಿನ ಪದ್ಧತಿಯು ಸಮರ್ಪಕವಾಗಿದೆಯೆಂದು ಭಾವಿಸುತ್ತೀರಾ ಅಥವಾ ಅದು ಸ್ವಲ್ಪಭಾಗ ಬುನಾಯಿಸಲ್ಪಟ್ಟ ಮತ್ತು ಸ್ವಲ್ಪ ಭಾಗ ನಾಮನಿರ್ದೇಶಗೊಳಿಸಲ್ಪಟ್ಟ ಸದಸ್ಯರುಗಳನ್ನೊಳಗೊಂಡ ಸಂಸ್ಥೆಯಾಗಿರಬೇಕೆಂದು ಸಲಹೆ ಮಾಡುತ್ತೀರಾ ? ಬುನಾವಣೆಯು ಪ್ರತ್ಯಕ್ಷವಾಗಿರಬೇಕೆ ಅಥವಾ ಪರೋಕ್ಷವಾಗಿರಬೇಕೆ ? ಈ ವಿಷಯದಲ್ಲಿ ನಿಮಗೆ ಬೇರೆ ನಿರ್ದಿಷ್ಟ ಅಭಿಪ್ರಾಯಗಳೇನಾದರೂ ಇದ್ದಲ್ಲಿ ದಯವಿಟ್ಟು ಅವುಗಳನ್ನು ಕಾರಣಗಳೊಡನೆ ತಿಳಿಸಿ.

9. Do you consider that the existing system of *ex-officio* membership to the District Development Councils is satisfactory or would you recommend that it should be a partly elected and partly nominated body ? Should the election be direct or indirect ? If you have any other specific views on the subject, please state them with reasons.

10. ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳಿಗೆ ಸ್ತ್ರೀಯರು ಮತ್ತು ಅನುಸೂಚಿತ ಜಾತಿಯವರನ್ನು ನಾಮನಿರ್ದೇಶಮಾಡುವ ಈಗಿನ ಪದ್ಧತಿಯು ಸಮರ್ಪಕವಾಗಿದೆಯೆ ಅಥವಾ ಇದರಲ್ಲಿ ಬದಲಾವಣೆಗಳನ್ನೇನಾದರೂ ಮಾಡಬೇಕೆಂದು ಸಲಹೆ ಮಾಡುತ್ತೀರಾ ? ಹಾಗಿದ್ದಲ್ಲಿ, ವಿವರಗಳನ್ನು ಕೊಡಿ.

10. Is the present system of nomination of Women and Scheduled Caste on the District Development Councils satisfactory or would you recommend any changes ? If so, give details.

11. ಈ ಕೆಳಗೆ ಕಂಡ ಸಂಘ ಸಂಸ್ಥೆಗಳಿಗೆ ಜಿಲ್ಲಾ ಮಂಡಲಿಯಲ್ಲಿ ಪ್ರಾಧಿನಿಧ್ಯ ವನ್ನೇನಾದರೂ ಕೊಡಬೇಕೆಂದು ಶಿಫಾರಸು ಮಾಡುತ್ತೀರಾ :

11. Do you recommend any representation in the district body for the following :—

(ಎ) ಸಹಕಾರ ಸಂಘಗಳು ;

(a) Co-operative Societies ;

- (ಬಿ) ಮುನಿಸಿಪಾಲಿಟಿಗಳು (ನಗರ ಪಾಲಿಕೆಗಳು) ;
 (b) Municipalities ;
 (ಸಿ) ಸ್ವಯಂಸೇವಕ ಸಂಸ್ಥೆಗಳು ;
 (c) Voluntary organisation ;
 (ಡಿ) ಸಮಾನ ಹಿತಾರ್ಥವುಳ್ಳ ಬೇರೆ ಯಾವುದಾದರೂ ಸಂಸ್ಥೆಗಳು.
 (d) Any other interests.

ಪಂಚಾಯತಿಗಳ ಕೆಲಸಗಳು.

Panchayats Functions

12. ಪಂಚಾಯತಿಗೆ ವಹಿಸಿರುವ ಈಗಿನ ಕೆಲಸಗಳು ಸಾಕಷ್ಟು ಉಚಿತವಾಗಿವೆಯೆಂದು ಭಾವಿಸುವಿರಾ ಅಥವಾ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಸಲಹೆಮಾಡುತ್ತೀರಾ, ಹಾಗಿದ್ದಲ್ಲಿ, ವಿವರಗಳನ್ನು ಕೊಡಿ.

12. Do you consider that the present functions entrusted to Panchayats are adequate or do you recommend any changes and if so, give details.

13. ಪಂಚಾಯತಿಗಳ ಕೆಲಸಗಳನ್ನು ನಿರ್ಬಂಧಕವಾದ ಕೆಲಸಗಳು ಹಾಗೂ ವಿಮೋಚನೆಗೆ ಒಳಪಟ್ಟ ಕೆಲಸಗಳು ಎಂಬುದಾಗಿ ಈಗ ವರ್ಗೀಕರಿಸಲಾಗಿದೆ. ಇದು ಉಚಿತವೆಂದು ಭಾವಿಸುವಿರಾ ?

13. Do you consider the present classification of functions for Panchayats as obligatory and discretionary desirable ?

14. ಪಂಚಾಯತಿಗಳು ತಮ್ಮ ಕೆಲಸಗಳನ್ನು ಸಮರ್ಪಕವಾಗಿ ನಡೆಸಬಲ್ಲವೆಂದು ಭಾವಿಸುವಿರಾ ಅಥವಾ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಸಲಹೆಮಾಡುತ್ತೀರಾ ? ಹಾಗಿದ್ದಲ್ಲಿ, ವಿವರಗಳನ್ನು ಕೊಡಿ.

14. Do you consider that Panchayats can perform their functions satisfactorily or do you recommend any changes ? And if so, furnish details.

ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳು.

Taluk Development Boards

15. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳಿಗೆ ವಹಿಸಿರುವ ಈಗಿನ ಕೆಲಸಗಳು ಸಾಕಷ್ಟು ಉಚಿತವಾಗಿವೆಯೆಂದು ಭಾವಿಸುವಿರಾ ಅಥವಾ ಯಾವುದಾದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಸಲಹೆ ಮಾಡುತ್ತೀರಾ ? ಹಾಗಿದ್ದಲ್ಲಿ, ವಿವರಗಳನ್ನು ಕೊಡಿ.

15. Do you consider that the present functions entrusted to the Taluk Development Boards are adequate or do you recommend any changes and if so, give details.

16. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳ ಕೆಲಸಗಳನ್ನು, ನಿರ್ಬಂಧಕವಾದ ಕೆಲಸಗಳು ಹಾಗೂ ವಿವೇಚನೆಗೆ ಒಳಪಟ್ಟು ಕೆಲಸಗಳು ಎಂಬುದಾಗಿ ಈಗ ವರ್ಗೀಕರಿಸಲಾಗಿದೆ. ಈ ವರ್ಗೀಕರಣವು ಅಪೇಕ್ಷಣೀಯವೆಂದು ಭಾವಿಸುವಿರಾ ?

16. Do you consider that the present classification of functions for Taluk Development Boards as obligatory and discretionary desirable ?

17. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳು ತಮ್ಮ ಕೆಲಸಗಳನ್ನು ಸಮರ್ಪಕವಾಗಿ ನಡೆಸಬಲ್ಲವೆಂದು ಭಾವಿಸುವಿರಾ ಅಥವಾ ಯಾವುದರೂ ಬದಲಾವಣೆಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಸಲಹೆ ಮಾಡುತ್ತೀರಾ, ಹಾಗಿದ್ದಲ್ಲಿ, ವಿವರಗಳನ್ನು ಕೊಡಿ.

17. Do you consider that the Taluk Development Boards can perform their functions satisfactorily or do you recommend any changes and if so, furnish details.

ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳು.

District Development Councils

18. ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಸಮಿತಿಗೆ ಈಗ ವಹಿಸಿಕೊಟ್ಟಿರುವ ಮೇಲ್ವಿಚಾರಣೆಯ ಮತ್ತು ಸಂಯೋಜನೆಯ ಕೆಲಸಗಳು ಸಮರ್ಪಕವಾಗಿವೆಯೆಂದು ಭಾವಿಸುವಿರಾ ಅಥವಾ ಈ ಮಂಡಳಿಯ ಕಾರ್ಯ ನಿರ್ವಹಣೆಯ ಕೆಲಸಗಳನ್ನು ಸಹ ಪಡೆದಿರಬೇಕೆಂದು ಭಾವಿಸುವಿರಾ ? ಹಾಗಿದ್ದಲ್ಲಿ, ಯಾವ ಕಾರ್ಯ ನಿರ್ವಹಣೆಯ ಕೆಲಸಗಳನ್ನು ಈ ಸಂಸ್ಥೆಗೆ ವಹಿಸಿಕೊಡಬಹುದೆಂದು ನೀವು ಸಲಹೆಮಾಡುವಿರಾ ?

18. Do you consider that the present functions of supervision and co-ordination entrusted to the District Development Council are satisfactory or do you consider that this body should have executive functions as well ? If so, what are the executive functions that you recommend can be entrusted to this body ?

ಪಂಚಾಯಿತಿಗಳು—ಹಣ ಕಾಸಿನ ವಿಚಾರಗಳು.

Panchayats-Finances

19. ಪಂಚಾಯಿತಿಗಳಿಗೆ ಒದಗಿಸಿರುವ ಈಗಿನ ಸಂಪನ್ಮೂಲಗಳು ಸಾಕಾ ಗುತ್ತವೆಯೇ ಅಥವಾ ಇಲ್ಲವೆ ? ಈಗಿನ ಸಂಪನ್ಮೂಲಗಳು ಪೂರ್ತಿಯಾಗಿ ಉಪಯೋಗಿಸಿಕೊಳ್ಳಲಾಗಿದೆಯೇ ? ತೆರಿಗೆಗಳು, ಫೀಜುಗಳು ಸುಂಕಗಳು ಮೊದಲಾದವುಗಳನ್ನು ವಿಧಿಸುವುದಕ್ಕೆ ಮತ್ತು ಅವುಗಳನ್ನು ವಸೂಲಾಡುವುದಕ್ಕೆ ಸಂಬಂಧಪಟ್ಟ ಕೆಲಸ ಸಮರ್ಪಕವಾಗಿದೆಯೇ ?

19. Are the present resources provided for the Panchayats adequate or not ? Have the present resources been fully utilised ? Is the work relating to levy of taxes, fees, octroi, etc., and their collection satisfactory ?

20. ಯಾವ ಹೆಚ್ಚಿನ ತೆರಿಗೆಗಳನ್ನು ಅಥವಾ ಶುಲ್ಕಗಳನ್ನು ಪಂಚಾಯಿತಿಗಳವರು ವಿಧಾಯಕಮಾಡಬಹುದು ? ಪಂಚಾಯಿತಿಗಳವರು ವಿಧಿಸಬೇಕಾದ ಮನೆಗಂದಾಯ, ಸುಂಕ ಮೊದಲಾದವುಗಳು ಸಂಬಂಧದಲ್ಲಿ ಸರ್ಕಾರದವರು ಶಾಸನದ ಮೂಲಕ ನಿರ್ದಿಷ್ಟ ಪ್ರಮಾಣಗಳನ್ನು ಗೊತ್ತು ಮಾಡಬೇಕೆಂದು ಸಲಹೆಮಾಡುವಿರಾ ? ಹಾಗಿದ್ದಲ್ಲಿ ಈ ಪ್ರಮಾಣಗಳು ಎಷ್ಟರ ಮಟ್ಟಿಗಿರಬೇಕು ?

20. What are the additional taxes or fees that can be levied by the Panchayats ? Would you suggest that Government should fix by statute definite minima in respect of house tax, octroi, etc., which should be levied by the Panchayats ? If so, what should be these minima ?

21. ಪಂಚಾಯಿತಿಗಳು ತಮ್ಮ ಸಂಪನ್ಮೂಲಗಳನ್ನು ಹೆಚ್ಚಿಸಿಕೊಳ್ಳುವುದರ ಸಲುವಾಗಿ ಅವುಗಳಿಗೆ ಯಾವ ಉತ್ತೇಜನಗಳನ್ನು ಕೊಡಬೇಕೆಂದು ಸಿಫಾರಸುಮಾಡುತ್ತೀರಿ ? ಪಂಚಾಯಿತಿಯವರು ತೆರಿಗೆಯನ್ನು ಹೆಚ್ಚಿಸಿರುವುದರ ಸಂಬಂಧದಲ್ಲಿ ಆ ಹೆಚ್ಚಿನ ತೆರಿಗೆಗೆ ಸರಿಸಮಾನವಾದಷ್ಟು ಅನುದಾನವನ್ನು (ಗ್ರಾಂಟನ್ನು) ಕೊಡುವುದು ಉಚಿತವಾದುದು ?

21. What incentives would you recommend to be granted to the Panchayats to increase its resources ? Is it desirable to give matching grants in respect of increased taxation made by the Panchayats ?

22. ಭೂಕಂದಾಯದ ಕೆಲವೊಂದು ಶೇಕಡದಷ್ಟು ಹಣವನ್ನು ಪಂಚಾಯಿತಿಗಳಿಗೆ ಮುಸಿಕೊಡಲಾಗುತ್ತಿರುವ ಈಗಿನ ಪದ್ಧತಿಯು ತೃಪ್ತಿದಾಯಕವಾಗಿದೆಯೇ ? ಅದರಿಂದ ಹೆಚ್ಚು ಹಣಕಾಸಿನ ಕೊರತೆಯಲ್ಲಿರುವ (ಬಡತನದಲ್ಲಿರುವ) ಪಂಚಾಯಿತಿಗಳು ತಮ್ಮ ಕೆಲಸಗಳನ್ನು ಸರಿಯಾಗಿ ನಡೆಸಲು ಅನುಕೂಲವಾಗುತ್ತದೆಯೇ ? ಅವುಗಳ ಕರ್ತವ್ಯಗಳನ್ನು ನಿರ್ದಿಷ್ಟವಾಗಿ ಅನುಲಕ್ಷಿಸಿ ತಲೆಯೊಂದಕ್ಕೆ ಇಂತಿಷ್ಟು ಹಣ ಎಂಬುದರ ಆಧಾರಮೇಲೆ ಅನುದಾನಗಳನ್ನು (ಗ್ರಾಂಟುಗಳನ್ನು) ನೀಡುವುದು ಅಪೇಕ್ಷಣೀಯವಾಗಿದೆಯೇ ?

22. Is the present method of assigning a certain percentage of land revenue to the panchayats satisfactory ? Does it take care of poorer Panchayats ? Is it desirable to make grants on a per capita basis with specific reference to its functions ?

ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳು.

Taluk Development Boards

23. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳ ಈಗಿರುವ ಸಂಪನ್ಮೂಲಗಳ ಅವುಗಳ ಕರ್ತವ್ಯ ನಿರ್ವಹಣೆಗೆ ಸಾಕಷ್ಟಾಗಿವೆ ಎಂದು ಭಾವಿಸುವಿರಾ ? ಹಾಗೆ ಭಾವಿಸದಿದ್ದಲ್ಲಿ, ಸಂಪನ್ಮೂಲಗಳು ಸಾಕಷ್ಟಿಲ್ಲವೆಂಬುದಕ್ಕೆ ನಿರ್ದಿಷ್ಟ ಕಾರಣಗಳನ್ನು ಕೊಡಿರಿ.

23. Do you consider the existing resources of the Taluk Development Boards adequate for the discharge of their functions? And if not, give specific reasons for the inadequacy of resources.

24. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳು ಹಾಕಬಹುದಾದ ಹೆಚ್ಚಿನ ಸೆಸ್ಸುಗಳು (ವರಿಗಳು) ಅಥವಾ ತೆರಿಗೆಗಳು ಯಾವುವು ತಾಲ್ಲೂಕು ಮಂಡಲಿಗಳು ವಿಧಿಸಿರುವ ತೆರಿಗೆಗಳಿಂದ ಬಂದ ಆದಾಯದ ಸಂಬಂಧದಲ್ಲಿ, ಸರಕಾರದವರು ಅದಕ್ಕೆ ಸಂಸಮಾನವಾಗಿರುವ ಅನುದಾನಗಳನ್ನು, ಗೊತ್ತುಪಡಿಸಲಾದ ಕನಿಷ್ಠ ಪರಿಮಿತಿಯ ದರವೇನಾದರೂ ಇದ್ದರೆ ಅದಕ್ಕಿಂತ ಹೆಚ್ಚಾಗಿ, ಕೊಡಬೇಕೆಂದು ಆಲೋಚಿಸುವಿರಾ ?

24. What are the additional taxes or cesses that can be levied by the Taluk Development Boards. Do you think that Government should give matching grants in respect of income from taxes levied by Taluk Development Boards in excess of the minimum rate, if any, fixed?

25. ತಾಲ್ಲೂಕು ಮಂಡಲಿಗಳು ನಿರ್ದಿಷ್ಟ ಉದ್ದೇಶಗಳಿಗಾಗಿ ಮತ್ತು ಕೃಷಿ ಅವಧಿಗಾಗಿ ಮಾತ್ರ ತೆರಿಗೆಗಳನ್ನು ಹಾಕಲು ಅವರಿಗೆ ಅಧಿಕಾರಗಳನ್ನು ಕೊಡುವುದಕ್ಕೆ ಸಿಫಾರಸು ಮಾಡುತ್ತೀರಾ ? ಇಂಥ ಪ್ರಕರಣದಲ್ಲಿ (ಸಂದರ್ಭಗಳಲ್ಲಿ) ಕೊಡ ಸಂಸಮಾನಾದ ಅನುದಾನವನ್ನು ಕೊಡಬೇಕೆ ?

25. Do you recommend the grant of powers to Taluk Development Boards to levy taxes for specific purpose and for limited periods only? Should matching grant be given in such cases also?

26. ಭೂಕಂದಾಯದ ಕೆಲವೊಂದು ಶೇಕಡದಷ್ಟು ಹಣವನ್ನು ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳಿಗೆ ವ್ಯವಸ್ಥಿತವಾಗಿ ಕೊಡಲಾಗುತ್ತಿರುವ ಈಗಿನ ಪದ್ಧತಿಯು ತೃಪ್ತಿಕರವಾಗಿದೆಯೆ ? ಅದು ಹಿಂದುಳಿದ ಪ್ರದೇಶಗಳ ಅಭಿವೃದ್ಧಿಗೆ ಸಾಧಕವಾಗುವುದೆ ? ಅವುಗಳ ಕರ್ತವ್ಯಗಳನ್ನು ನಿರ್ದಿಷ್ಟವಾಗಿ ಅನುಲಕ್ಷಿಸಿ ತಲೆಯೊಂದಕ್ಕೆ ಇಂತಿಷ್ಟು ಹಣ ಎಂಬುದರ ಆಧಾರದ ಮೇಲೆ ಅನುದಾನಗಳನ್ನು ನೀಡುವುದು ಅಪೇಕ್ಷಣೀಯವಾಗಿದೆಯೆ ?

26. Is the present method of assigning a certain percentage of land revenue to Taluk Development Boards satisfactory? Does it take care of backward areas? It is desirable to make grants on a per capita basis with specific reference to their functions?

ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿ.

District Development Councils

27. ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಯು ಒಂದು ಕಾರ್ಯನಿರ್ವಾಹಕ ಸಂಸ್ಥೆಯಾಗಿರಬೇಕಾದರೆ, ಅದಕ್ಕೆ ಯಾವ ಯಾವ ಬಾಬುಗಳಿಂದ ಹಣ ಒದಗಿಸಬೇಕೆಂದು ಸಿಫಾರಸು ಮಾಡುತ್ತೀರಿ ? ಅವುಗಳಿಗೆ ಕರ (ತೆರಿಗೆ) ವಿಧಿಸುವ ಅಧಿಕಾರವಿರಬೇಕೆ, ಹಾಗಿದ್ದ ಪಕ್ಷದಲ್ಲಿ ವಿವರಗಳನ್ನು ಕೊಡಿ.

27. If the District Development Councils is to be an executive body, what finances would you recommend for these bodies ? Should they have powers of taxation and, if so, furnish details.

ಆಡಳಿತ ಮತ್ತು ಸಂಘಟನೆ.

Administration and Organisation

28. (ಎ) ಪಂಚಾಯತಿಗಳ ಮತ್ತು (ಬಿ) ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳ ಬಗ್ಗೆ ನಿರ್ಬಂಧಕವಾಗಿ ಏರ್ಪಡಿಸಿರುವ ಉಪ-ಸಮಿತಿಗಳು ಅವುಗಳ ಕರ್ತವ್ಯಗಳನ್ನು ನೆರವೇರಿಸಲು ಸಾಕಾಗಿವೆಯೇ ? ಅಥವಾ ಇತರ ಸಮಿತಿಗಳನ್ನು ರಚಿಸಬೇಕೆಂದು ನೀವು ಸಿಫಾರಸು ಮಾಡುವಿರಾ. ಹಾಗಿದ್ದ ಪಕ್ಷದಲ್ಲಿ ಅವು ಯಾವ ಕರ್ತವ್ಯಗಳನ್ನು ನೆರವೇರಿಸಬೇಕು ?

28. Are the obligatory sub-committees provided for (a) Panchayats and (b) Taluk Development Boards adequate with reference to their functions or do you recommend setting up of other committees and, if so, what should be their functions ?

29. 1959ನೇ ಇಸವಿಯ ಮೈಸೂರು ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಮತ್ತು ಸ್ಥಳೀಯ ಮಂಡಳಿಗಳ ಅಧಿನಿಯಮದ 83 (4)ನೆಯ ಪ್ರಕರಣದ ಮೇರೆಗೆ ಪಂಚಾಯತಿಯು ಗ್ರಾಮದ ವಾಸಿಗಳಲ್ಲಿ ವಯಸ್ಕರಾದವರ ಸಭೆಯನ್ನು ಕರೆಯಬೇಕೆಂದಿದೆ ಮತ್ತು ಹಿಂದಿನ ವರ್ಷದ ಲೆಕ್ಕಪತ್ರ ಮತ್ತು ಆಡಳಿತ ವರದಿ ಮತ್ತು ಮುಂದಿನ ವರ್ಷದಲ್ಲಿ ಕೈಕೊಳ್ಳಬೇಕೆಂದು ಉದ್ದೇಶಿಸಲಾ ಕಾರ್ಯಕ್ರಮಗಳ ಪಟ್ಟಿ ಇವುಗಳನ್ನು ಆ ಸಭೆಯಲ್ಲಿ ಓದಿ ವಿವರಿಸಬೇಕೆಂದಿದೆ ಅಂಥ ಸಭೆಗಳನ್ನು ನಡೆಸಲಾಗುತ್ತಿದೆಯೇ ? ಗ್ರಾಮ ಸಭೆಯು ಒಂದು ರಿಣಾಮಕಾರೀ ಸಂಸ್ಥೆಯಾಗಲು ಯಾವ ಏರ್ಪಾಟುಗಳನ್ನು ಮಾಡಬೇಕೆಂದು ಸಲಹೆಮಾಡುತ್ತೀರಿ ?

29. Under Section 83(4) of the Mysore Village Panchayats and Local Boards Act, 1959, the Panchayat shall convene a meeting of the adult residents of the Village and the statement of accounts together with the report on the administration of the preceding year and the programme of the work proposed for the following year shall be read out and explained at such a meeting. Are such meetings being held ? What measures would you suggest so that the Gram Sabha becomes an effective body ?

30. ಪಂಚಾಯತಿಗಳು ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳು ಹಾಗೂ ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳು—ಇವುಗಳ ಮಧ್ಯೆ ಒಂದು ವ್ಯವಸ್ಥಾಬದ್ಧವಾದ ಸಂಬಂಧವನ್ನು ಏರ್ಪಡಿಸಬೇಕೆಂದು ಭಾವಿಸುತ್ತೀರಾ ? ಹಾಗಿದ್ದ ಪಕ್ಷದಲ್ಲಿ, ಇದು ಸಾಧ್ಯವಾಗುವಂತೆ ಮಾಡಲು ನಿಮ್ಮ ಸಲಹೆಯೇನು ?

30. Do you consider that an organisational link should be provided between Panchayats, Tahuk Development Boards and District Development Councils, and if so, how do you recommend this to be brought about ?

31. ಬ್ಲಾಕ್ ಹಾಗೂ ಜಿಲ್ಲಾಮಟ್ಟಗಳಲ್ಲಿ ಈಗಿರುವ ಸರ್ಕಾರಿ ಇಲಾಖೆಗಳ ಆಡಳಿತ ವ್ಯವಸ್ಥೆಯು ಸಮರ್ಪಕವಾಗಿದೆಯೇ ? ಯೋಜನೆಗೆ ಸಂಬಂಧಪಟ್ಟ ಹಾಗೂ ಯೋಜನೆಗೆ ಸಂಬಂಧಪಟ್ಟಿಲ್ಲದ ಏರ್ಪಾಟುಗಳನ್ನು ಕಾರ್ಯರೂಪಕ್ಕೆ ತರುವಲ್ಲಿ ಸ್ಥಳೀಯ ಜನರ ಅಭಿಪ್ರಾಯವನ್ನು ಚೆನ್ನಾಗಿ ಅಳವಡಿಸಿಕೊಂಡು ಅವರ ಸಂಪರ್ಕವನ್ನು ಹೆಚ್ಚು ಹೆಚ್ಚಾಗಿ ಬೆಳೆಸಿಕೊಳ್ಳುವುದನ್ನು ದೃಢಪಡಿಸಿಕೊಳ್ಳಬೇಕಾದರೆ ಯಾವ ಕ್ರಮಗಳನ್ನು ಕೈಕೊಳ್ಳಬೇಕೆಂದು ಸಲಹೆಮಾಡುವಿರಿ ?

31. Is the present administrative set up of Government departments at the block and district levels satisfactory ? What measures would you recommend to ensure closer co-ordination and association of local opinion in implementation of plan and non-plan schemes ?

32. ಬ್ಲಾಕು ಮತ್ತು ಜಿಲ್ಲಾ ಮಟ್ಟದಲ್ಲಿ ಈಗಿರುವ ಸಿಬ್ಬಂದಿ ವ್ಯವಸ್ಥೆಯು ತೃಪ್ತಿಕರವಾಗಿದೆಯೇ ?

ಪಂಚಾಯತಿ ರಾಜ್ಯ ಸಂಸ್ಥೆಗಳೊಂದಿಗೆ ಕೆಲಸಮಾಡುವ ಗೆಜೆಟೆಡ್ ದರ್ಜೆಯ ಅಧಿಕಾರಿಗಳನ್ನು ಲೋಕಸೇವಾ ಆಯೋಗದ ಮೂಲಕ ನೇಮಕ ಮಾಡಿಕೊಳ್ಳಬೇಕೆ ಮತ್ತು ಅವರ ಸೇವಾ ನಿಯಮಗಳು ಸರ್ಕಾರದ ನಿಯಂತ್ರಣಕ್ಕೆ (ಹತೋಟಿಗೆ) ಒಳಪಟ್ಟಿರಬೇಕೆ ?

32. Is the present staffing pattern at the block and district level satisfactory ? Should the recruitment of gazetted officers who will work with the Panchayati Raj Bodies be done through the Public Service Commission and their service conditions controlled by Government ?

33. ತಾಂತ್ರಿಕ ಹಾಗೂ ಲಿಯಾವೆಟ್ ದರ್ಜೆಯ ನಾನ್-ಗೆಜೆಟೆಡ್ ಸಿಬ್ಬಂದಿಯನ್ನು ಜಿಲ್ಲಾಭಿವೃದ್ಧಿ ಮಂಡಲಿಯವರು ನೇಮಕಮಾಡಿಕೊಳ್ಳಬೇಕೆ ಮತ್ತು ಅವರ ಸೇವಾ ನಿಯಮಗಳನ್ನು ಹಾಗೂ ಷರತ್ತುಗಳನ್ನು ಸರ್ಕಾರದವರಿಂದ ರಚಿಸಲ್ಪಟ್ಟ ನಿಯಮಗಳ ಮೇರೆಗೆ ಅವರೇ ಕ್ರಮಗೊಳಿಸಬೇಕೆ ?

33. Should the non-gazetted staff, technical as well as ministerial be recruited by the District Development Council and the terms and conditions of service regulated by that body as per the rules framed by Government ?

42. ಪಂಚಾಯತಿ ರಾಜ್ಯ ಸಂಸ್ಥೆಗಳು ಗ್ರಾಮಾಂತರ ಯುವಕ ಚಳುವಳಿಗೆ ಎಷ್ಟರಮಟ್ಟಿಗೆ ಪ್ರೋತ್ಸಾಹವನ್ನು ನೀಡಿವೆ ? ಈ ಸಂಸ್ಥೆಗಳು ಯುವಕ ಸಂಘಗಳಿಗೂ, ಮಹಿಳಾ ಮಂಡಳಿಗಳಿಗೂ ಮತ್ತು ಭಾರತ ಸೇವಕ ಸಮಾಜ, ಭಾರತ ಸ್ಕೌಟ್ಸ್ ಮತ್ತು ಗೈಡ್ಸ್ ಇವೇ ಮೊದಲಾದ ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳಿಗೂ ಯಾವ ರೀತಿಯಲ್ಲಿ ಪ್ರೋತ್ಸಾಹ ನೀಡಬಲ್ಲವು ?

42. To what extent has the Rural Youth Movement been encouraged by the Panchayati Raj Bodies ? In what manner can these bodies encourage Youth Clubs, Mahila Mandals and other voluntary organisations like Bharat Sevak Samaj, Bharat Scouts and Guides, etc. ?

43. ಪ್ರತಿಯೊಂದು ಪಂಚಾಯತಿಗಾಗಿ ಅಥವಾ ಪಂಚಾಯತಿಗಳ ಒಂದು ಗುಂಪಿಗಾಗಿ ಒಂದು ನ್ಯಾಯ ಪಂಚಾಯತಿಯನ್ನು ರಚಿಸುವುದು ಅವೇಕ್ಷಣೀಯವಾದುದೆಂದು ತಾವು ಭಾವಿಸುವಿರಾ ? ಒಂದು ಪಕ್ಷ ಅವು ಈಗಾಗಲೇ ಕೆಲಸ ಮಾಡುತ್ತಿದ್ದಲ್ಲಿ, ಅವು ಸಮರ್ಪಕವಾಗಿ ಕೆಲಸಮಾಡುತ್ತಿವೆಯೆ ಅಥವಾ ಇಲ್ಲವೆಂಬುದರ ಬಗ್ಗೆ ದಯವಿಟ್ಟು ತಿಳಿಸಿ ? ಅವುಗಳಿಗೆ ಯಾವ ದೀವಾನಿ (ಸಿವಿಲ್) ಹಾಗೂ ಘಜದಾರಿ (ಕ್ರಿಮಿನಲ್) ಅಧಿಕಾರಗಳನ್ನು ವಹಿಸಿಕೊಡಬಹುದು.

43. Do you consider it desirable to constitute Nyaya Panchayats for each Panchayat or for a group of Panchayats ? If they are already functioning, please state whether they are functioning satisfactorily ? What powers, civil or criminal, can be entrusted to them ?

44. ಪಂಚಾಯತಿ ರಾಜ್ಯ ಸಂಸ್ಥೆಗಳ ಚುನಾವಣೆಯಲ್ಲಿ ಏಕಾಭಿಪ್ರಾಯ ಮತ್ತು ಏಕಮತವು ಉಂಟಾಗುವಂತೆ ಮಾಡಲು ಈ ಸಂಸ್ಥೆಗಳಿಗೆ ಯಾವ ಉತ್ತೇಜನವನ್ನು ನೀಡಬಹುದು ?

44. What incentives can be offered to the Panchayati Raj Bodies to promote consensus and unanimity in elections to these institutions ?

45. ಸಮಾಜದ ನಿರ್ಬಲವರ್ಗದವರ ಹಿತಗಳನ್ನು ರಕ್ಷಿಸಲು ಯಾವ ರಕ್ಷಣೋಪಾಯಗಳನ್ನು ಕೈಕೊಳ್ಳುವುದು ಅವಶ್ಯಕವಾಗಿದೆ ?

45. Please state what safeguards are necessary to ensure that interests of the weaker sections of the community are protected ?

46. ಪಂಚಾಯತಿ ರಾಜ್ಯ ಸಂಸ್ಥೆಗಳು ಪರಿಣಾಮಕಾರಿಯಾದ ಕೆಲಸ ಮಾಡಲು ಸಹಾಯಕವಾಗಬಹುದಾದ ಇತರ ಅಂಶ/ಅಂಶಗಳ ಬಗ್ಗೆ ತಮ್ಮ ವಿಚಾರಗಳನ್ನು ದಯವಿಟ್ಟು ತಿಳಿಸಿರಿ.

46. Please offer your views on any other point/s that are likely to contribute to the effective functioning of the Panchayati Raj Institutions ?

47. ಪಂಚಾಯತಿಗಳ ಮತ್ತು ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳ ಅಭಿವೃದ್ಧಿ ಕಾರ್ಯಕ್ರಮಗಳಿಗೂ ಮತ್ತು ಹಣ ಒಡಗೂಡುವ ಸಹಕಾರ ಸಂಸ್ಥೆಗಳ ಕಾರ್ಯಕ್ರಮಗಳಿಗೂ ಪರಿಣಾಮಕಾರಿಯಾದ ರೀತಿಯಲ್ಲಿ ಸಂಬಂಧವುಂಟಾಗಬೇಕಾದರೆ ಪಂಚಾಯತಿಗಳಿಗೂ ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳಿಗೂ ಸಹಕಾರ ಸಂಸ್ಥೆಗಳೊಂದಿಗೆ ಅನುಕ್ರಮ ಸಂಬಂಧವನ್ನು ಹೇಗೆ ಪರಿಣಾಮಕಾರಿಯಾದ ರೀತಿಯಲ್ಲಿ ಉಂಟುಮಾಡಬಹುದು ಎಂಬುದನ್ನು ದಯೆಯಿಟ್ಟು ತಿಳಿಸಿರಿ.

47. Please state in what manner should an effective co-ordination be brought about between the Panchayats and the Taluk Development Boards with the Co-operatives so that the developmental programmes of the Panchayats and Taluk Development Boards are effectively linked up with the financing programme of the Co-operatives ?

ಎಸ್. ರಾಮನಾಥನ್,

ಪಂಚಾಯತಿ ರಾಜ್ಯ ಸಮಿತಿ ಮತ್ತು ಕಾರ್ಯದರ್ಶಿ.

S. RAMANATHAN,

Secretary,

Committee on Panchayat Raj.



ಕರ್ನಾಟಕ ಸರ್ಕಾರ

34. (ಎ) ಪಂಚಾಯಿತಿಗಳು, (ಬಿ) ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳು, ಹಾಗೂ (ಸಿ) ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳು ನಡೆಸುತ್ತಿರುವ ಕಾರ್ಯಗಳ ಮೇಲೆ ಸರ್ಕಾರದವರ ಹಾಗೂ ಅದರ ಅಧಿಕಾರಿಗಳ ಹತೋಟಿಯು ಹಾಗೂ ಮೇಲ್ವಿಚಾರಣೆಯು ಯಾವರೀತಿ ಇರಬೇಕು ?

34. What should be the control and supervision of Government and its officers over the working of (a) Panchayats, (b) Taluk Development Boards, and (c) District Development Councils ?

35. ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳ ಮೇಲೆ ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಸಮಿತಿಗಳ ಮತ್ತು ಪಂಚಾಯಿತಿಗಳ ಮೇಲೆ ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳ ನಿಯಂತ್ರಣಾಧಿಕಾರವು ಮತ್ತು ಮೇಲ್ವಿಚಾರಣೆಯ ಅಧಿಕಾರವು ಯಾವ ರೀತಿ ಇರಬೇಕು ?

35. What should be power of control and supervision of District Development Councils over Taluk Development Boards and of Taluk Development Boards over Panchayats ?

36. ಪ್ರತಿಯೊಂದು ತಾಲ್ಲೂಕಿನಲ್ಲಿ ಏಕೈಕ ಬ್ಲಾಕ್‌ಗಳವೆಯೆಂಬುದನ್ನು ಗಮನಕ್ಕೆ ತೆಗೆದುಕೊಳ್ಳದೆ, ಪ್ರತಿಯೊಂದು ತಾಲ್ಲೂಕಿನಲ್ಲಿಯೂ ಒಂದೊಂದು ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಯು ಇರುವಂತೆ ಮಾಡಿರುವ ಈಗಿನ ವ್ಯವಸ್ಥೆಯು ಸಮರ್ಪಕವಾಗಿದೆಯೆಂದು ಭಾವಿಸುವಿರಾ ಅಥವಾ ತಾಲ್ಲೂಕಿನಲ್ಲಿರುವ ಪ್ರತಿಯೊಂದು ಬ್ಲಾಕ್‌ಗಾಗಿ ಒಂದೊಂದು ಬ್ಲಾಕ್‌ ಸಮಿತಿಯನ್ನು ರಚಿಸಬೇಕೆನ್ನುವುದು ನಿಮ್ಮ ಅಭಿಪ್ರಾಯವೇ ?

36. Do you consider the present arrangement of a Taluk Development Board for each taluk satisfactory irrespective of the number of blocks comprised therein or do you recommend the setting up of Block Samithi for each block area within the Taluk ?

ತರಬೇತು.

Training

37. (ಎ) ಪಂಚಾಯಿತಿಗಳ ಸದಸ್ಯರ, (ಬಿ) ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳ ಸದಸ್ಯರ, (ಸಿ) ಪಂಚಾಯಿತಿಗಳು ಹಾಗೂ ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಲಿಗಳಲ್ಲಿನ ಅಧಿಕಾರ ವರ್ಗದವರ ಮತ್ತು (ಡಿ) ವಿವಿಧ ಅಭಿವೃದ್ಧಿ ಇಲಾಖೆಗಳಲ್ಲಿ ಕೆಲಸಮಾಡುತ್ತಿರುವ ನೌಕರರ ತರಬೇತಿಗಾಗಿ ಈಗ ಮಾಡಲಾಗಿರುವ ವಿರ್ಪಾಡುಗಳು ಸಮರ್ಪಕವಾಗಿವೆಯೇ ? ತರಬೇತಿ ಕಾರ್ಯವನ್ನು ಸುಧಾರಿಸಲು ನಿಮ್ಮ ಸಲಹೆಗಳೇನು ?

37. Are the present arrangements for the training (a) members of Panchayats, (b) members of Taluk Development Boards, (c) office bearers in Panchayats and Taluk Development Boards, and (d) officials working in the various developmental departments satisfactory ? What suggestions would you make for improving the training programme ?

ಸಾಮಾನ್ಯ ವಿಚಾರಗಳು.

General

38. ತಾಲ್ಲೂಕಿನಲ್ಲಿರುವ ಎಲ್ಲ ಇಲಾಖೆಗಳ ಅಭಿವೃದ್ಧಿ ಕಾರ್ಯವನ್ನು ಕಾರ್ಯಗತಮಾಡುವ ಬಗ್ಗೆ, ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳು ಜವಾಬ್ದಾರಿಯನ್ನು ವಹಿಸಿಕೊಳ್ಳಲು ಈಗ ಎಷ್ಟರಮಟ್ಟಿಗೆ ಸಮರ್ಥವಾಗಿವೆ ?

38. To what extent has the Taluk Development Board been, at the moment, able to assume responsibility for implementing the developmental work of all departments in the Taluk ?

39. ಅಭಿವೃದ್ಧಿ ಇಲಾಖೆಗಳ ಯೋಜನೆಯಲ್ಲಿ ಸೇರಿದ ಹಾಗೂ ಸೇರದೇ ಇರುವ ಇನ್ನೂ ಹೆಚ್ಚಿನ ಯಾವ ಯಾವ ಅಭಿವೃದ್ಧಿ ಕಾರ್ಯಗಳನ್ನು ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಗಳಿಗೆ ವರ್ಗಾಯಿಸಬೇಕೆಂದು ಸಿಫಾರಸು ಮಾಡುವಿರಿ ?

39. What additional plan or non-plan schemes of the developmental departments would you recommend for transfer to the Taluk Development Board ?

40. ಸ್ಥಳೀಯ ಲಕ್ಷಣದ ಎಲ್ಲ ಯೋಜನೆಗಳೂ ಈಗ ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಯವರ ಮೂಲಕ ಕಾರ್ಯಗತ ಮಾಡಲ್ಪಟ್ಟಿವೆಯೇ ? ಯೋಜನೆಗೆ ಸೇರಿದ ಅಥವಾ ಸೇರದೆ ಇರುವ ಸ್ಥಳೀಯ ಲಕ್ಷಣದ ವಿಷಯ ಗಳನ್ನು ತಾಲ್ಲೂಕು ಅಭಿವೃದ್ಧಿ ಮಂಡಳಿಯವರು ಅವರಿಗೆ ಲಭ್ಯವಿರುವ ಅಥವಾ ಲಭ್ಯವಾಗಿರಬಹುದಾದ ತಾಂತ್ರಿಕ ಸಿಬ್ಬಂದಿಯವರ ಮಾರ್ಗದರ್ಶನದಿಂದ ಕಾರ್ಯಗತ ಮಾಡಬೇಕೆಂದು ಸಲಹೆ ಮಾಡುವಿರಾ ?

40. Are all schemes of a local character now implemented through the Taluk Development Board ? Would you suggest that all the plan and non-plan schemes of a local character should be implemented by the Taluk Development Board with the technical guidance of the staff available or to be made available to them ?

41. ಪಂಚಾಯಿತಿ ರಾಜ್ಯ ಸಂಸ್ಥೆಗಳು ಅಭಿವೃದ್ಧಿ ಸಾಧಕ ಚಟುವಟಿಕೆಗಳಲ್ಲಿ, ಅದರಲ್ಲೂ ವಿಶೇಷವಾಗಿ, ಜಚ್ಛು ವ್ಯವಸಾಯೋತ್ಪಾದನೆಯ ಮತ್ತು ಗ್ರಾಮಾಂತರ ಪ್ರದೇಶಗಳಲ್ಲಿ ಕೈಗಾರಿಕೆಗಳನ್ನು ಏರ್ಪಡಿಸುವ ವಿಷಯದಲ್ಲಿ ಎಷ್ಟರಮಟ್ಟಿಗೆ ಗಮನವನ್ನು ಕೊಡುತ್ತಿವೆ ? ಪಂಚಾಯಿತಿ ರಾಜ್ಯ ಸಂಸ್ಥೆಗಳು ಈ ಕೆಲಸ ಕಾರ್ಯಗಳಿಗೆ ಸಾಕಷ್ಟು ಗಮನಕೊಡುತ್ತವೆಂಬುದನ್ನು ದೃಢ ಪಡಿಸಿಕೊಳ್ಳಲು ಯಾವ ಕ್ರಮಗಳನ್ನು ಕೈಕೊಳ್ಳಬೇಕೆಂದು ಸೂಚಿಸುವಿರಿ ?

41. To what extent do the Panchayati Raj bodies pay attention to developmental activities, particularly, in the field of increased agricultural production and rural industrialisation ? What measures would you suggest to ensure that the Panchayati Raj bodies pay adequate attention to these activities ?

II. ANDHRA PRADESH

*Date**Institutions*

KHAMAM DISTRICT

- | | | | |
|------------|----|----|---------------------------------|
| 28-12-1962 | .. | 1. | Zilla Parishad, Khamam |
| 29-12-1962 | .. | 1. | Panchayat Samithi, Kallur |
| | | 2. | Village Panchayat, Krishnavaram |

KRISHNA DISTRICT

- | | | | |
|------------|----|----|----------------------------|
| 30-12-1962 | .. | 1. | Panchayat Samithi, Motur |
| | | 2. | Village Panchayat, Angalur |

GUNTUR DISTRICT

- | | | | |
|------------|----|----|------------------------|
| 30-12-1962 | .. | 1. | Zilla Parishad, Guntur |
|------------|----|----|------------------------|

HYDERABAD DISTRICT

- | | | | |
|------------|----|----|---------------------------|
| 31-12-1962 | .. | 1. | Zilla Parishad, Hyderabad |
|------------|----|----|---------------------------|

III. MADRAS

MADRAS DISTRICT

- | | | | |
|-----------|----|----|--|
| 16-1-1963 | .. | 1. | Panchayat Union Council, Thirukulikundram |
| | | 2. | Village Panchayat, Mellikathar |
| | | 3. | District Development Council, Chingelpet District, Saidapet. |

IV. MAHARASHTRA

POONA DISTRICT

- | | | | |
|-----------|----|----|----------------------------|
| 18-1-1963 | .. | 1. | Zilla Parishad, Poona |
| 19-1-1963 | .. | 1. | Village Panchayat, Chakkan |
| | | 2. | Panchayat Samithi, Khed |

ANNEXURE 'C'

NAMES OF PERSONS INTERVIEWED BY THE COMMITTEE

1. Shri R. R. Diwakar, Chairman, Study Team, Gram Sabha, Government of India.
2. Shri Vaikunthlal Mehta, Chairman, Khadi and Village Industries Commission, Bombay.
3. Shri K. Santhanam, Chairman, Study Team, Panchayati Raj Finances.
4. Dr. G. S. Melkote, Member of Parliament, Hyderabad
5. Shri Madhava Rao Anwari, Vice-Chairman, National Co-operative Development Union, Hyderabad.
6. Shri H. Siddaveerappa, Chairman, Mysore State Khadi and Village Industries Board.
7. Shri A. N. Rama Rao, Vice-President, Mysore State Adult Education Council.
8. Shri Suryanarayana Rao, M.L.A., Secretary, Mysore State Adult Education Council.
9. Shri S. Shivappa, M.L.A.
10. Shri Gopala Gowda, M.L.A.
11. Shri V. S. Patil, M.L.A.
12. Shri G. Marulappa, M.L.A.
13. Shri C. J. Mukkannappa, M.L.A.
14. Shri M. Rajshekara Murthy, M.L.A.
15. Shri M. P. Eswarappa, M.L.C.
16. Shri V. Srinivasa Shetty, M.L.C.
17. Shri S. Mukunda Rao, M.L.C.
18. Shri R. A. Gopalaswami, Ex-Chief Secretary, Government of Madras.
19. Shri S. A. L. Razvi, Member, Mysore Public Service Commission and ex-Development Commissioner.
20. Shri B. Beerappa, Divisional Commissioner, Mysore
21. Shri T. V. Reddy, Divisional Commissioner, Bangalore
22. Shri M. S. Swaminathan, Divisional Commissioner, Gulbarga
23. Shri M. Mallaraj Urs, Director of Agriculture
24. Shri D. Krishna, Director of Social Welfare
25. Shri T. Shamanna, Director of Industries and Commerce
26. Shri R. Bharniah, Registrar of Co-operative Societies
27. Shri A. C. Deve Gowda, Director of Public Instruction
28. Dr. K. S. Shetty, Director of Animal Husbandry and Veterinary Services.
29. Dr. Gopalaraj Chetty, Director of Public Health
30. Shri V. V. Kalyani, Director of Fisheries
31. Shri K. M. Joshi, Chief Engineer, Irrigation and Public Health.

ANNEXURE ' B '

STATEMENT SHOWING THE PLACES VISITED BY THE COMMITTEE OF
PANCHAYATI RAJ.

I. MYSORE STATE

<i>Date</i>	<i>Institutions</i>
MANDYA DISTRICT	
18-11-1962	.. 1. Village Panchayat, B. Gowdagere 2. Village Panchayat, Guthalu 3. Taluk Development Board, Mandya 4. District Development Council, Mandya
COORG DISTRICT	
19-11-1962	.. 1. Taluk Development Board, Mercara 2. District Development Council, Coorg 3. Village Panchayat, Chairmen and other interested persons.
SOUTH KANARA DISTRICT	
20-11-1962	.. 1. Village Panchayat, Sullia 2. Town Panchayat, Puttur 3. Taluk Development Board, Puttur
20-11-1962	.. 4. Village Panchayat, Haleangadi 5. Village Panchayat, Kinnigoli 6. District Development Council, South Kanara 7. South Kanara District Panchayat Union and other interested persons.
SHIMOGA DISTRICT	
21-11-1962	.. 1. Agumbe Village Panchayat 2. Village Panchayat, Megaravalli 3. Village Panchayat, Gajanur 4. Taluk Development Board, Tirthahalli 5. District Development Council, Shimoga
TUMKUR DISTRICT	
22-11-1962	.. 1. Taluk Development Board, Tumkur 2. District Development Council, Tumkur 3. Village Panchayat, Kyatasandra 4. Village Panchayat, Hirehalli

*Date**Institutions***BELLARY DISTRICT**

- 28-11-1962 .. 1. District Development Council, Bellary
 2. Village Panchayat, Krishnanagar
 3. Taluk Development Board, Sandur
 4. Village Panchayat, Chitageri
 5. Taluk Development Board, Harpanahalli

CHITRADURGA DISTRICT

- 28-11-1962 .. 6. Taluk Development Board, Harihar

DHARWAR DISTRICT

- 30-11-1962 .. 1. Village Panchayat, Aminbhavi
 2. Village Panchayat, Marewad
 3. Gramasevaks Training Centre, Dharwar
 4. District Development Council, Dharwar

DHARWAR DISTRICT

- 1-12-1962 .. 1. Village Panchayat, Kusugal

CHITRADURGA DISTRICT

- 1-12-1962 .. 2. District Development Council, Chitradurga
 3. Taluk Development Board, Hiriya

MYSORE DISTRICT

- 23-12-1962 .. 1. Orientation & Study Centre, Mysore
 2. District Development Council, Mysore
 3. Taluk Development Board, Mysore

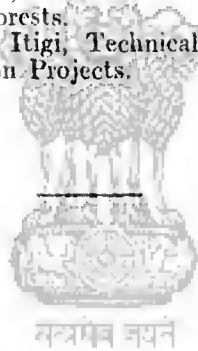
GULBARGA DISTRICT

- 25-12-1962 .. 1. Taluk Development Board, Gulbarga
 26-12-1962 .. 1. Village Panchayat, Farhatabad
 2. Village Panchayat, Firozabad
 3. District Development Council, Gulbarga

BIDAR DISTRICT

- 27-12-1962 .. 1. Taluk Development Board, Humnabad
 2. Village Panchayat, Hudgi
 3. District Development Council, Bidar

32. Shri B. R. Manikyam, Chief Engineer, Communications and Buildings.
33. Shri H. G. Sattur, Director of Medical Services
34. Shri B. Uttaman, Director of Sericulture
35. Shri T. R. Jayaraman, Deputy Commissioner, Dharwar
36. Shri K. Laxman Rao, Deputy Commissioner, Mandya
37. Shri S. H. Ahmed, Deputy Commissioner, Coorg
38. Shri C. J. Padmanabha, Deputy Commissioner, South Kanara
39. Shri H. L. Nage Gowda, Deputy Commissioner, Shimoga
40. Shri Ahmed Siddiqui, Deputy Commissioner, Tumkur
41. Shri N. Siddiah, Deputy Commissioner, Bellary
42. Shri S. M. Wali, Deputy Commissioner, Chitradurga
43. Shri B. C. Channaraj Urs, Deputy Commissioner, Mysore
44. Shri Basappa Alur, Deputy Commissioner, Bidar
45. Shri Nagsetty, Additional Deputy Commissioner, Gulbarga
46. Shri B. Rudra Murthy, Principal, Orientation and Study Centre, Mysore.
47. Shri G. Nanjundiah, Joint Director, Information and Publicity
48. Shri S. B. Patil, Principal, Gramsevak's Training Centre, Dharwar.
49. Shri S. H. Korlahalli, Additional Technical Assistant to Chief Conservator of Forests.
50. Shri Ramachandra Itigi, Technical Assistant to the Chief Engineer, Irrigation Projects.



ANNEXURE 'D'

STATEMENT SHOWING THE NUMBER OF SEATS TO BE FILLED IN BY
DIRECT ELECTION TO THE ZILLA PARISHAD IN THE DISTRICTS.

Sl. No.	Name of the District	Population range	Total number of seats	Reserva- tion for Scheduled Castes	Reserva- tion for Women
1	Belgaum	.. 50,000	32	4	2
2	Bangalore	.. 45,000	26	6	2
3	Bellary	.. 35,000	20	3	1
4	Bidar	.. 35,000	17	3	1
5	Bijapur	.. 45,000	30	3	2
6	Chikmagalur	.. 35,000	14	3	1
7	Chitradurga	.. 35,000	26	5	2
8	Coorg	.. 35,000	8	2	1
9	Dharwar	.. 50,000	28	2	2
10	Gulbarga	.. 50,000	23	4	2
11	Hassan	.. 40,000	20	3	1
12	Kolar	.. 45,000	22	6	2
13	Mandya	.. 40,000	20	3	2
14	Mysore	.. 45,000	28	6	2
15	North Kanara	.. 35,000	16	1	1
16	Raichur	.. 45,000	21	2	2
17	Shimoga	.. 40,000	19	3	1
18	South Kanara	.. 45,000	28	3	2
19	Tumkur	.. 45,000	27	5	2



सत्यमेव जयते

ANNEXURE 'E'

Disciplinary Control.

<i>Class of Personnel</i>	<i>Nature of Punishment</i>	<i>Authority empowered to pass initial order</i>	<i>Appellate Authority</i>	<i>Revisionary Authority</i>
1	2	3	4	5
Class IV—				
	(a) All punishments except removal and dismissal.	Gazetted Officer, immediate superior, or if there is none, officer nominated by the Head of the Zilla Parishad.	Head of the Department concerned of the Zilla Parishad.	..
	(b) Removal and Dismissal	.. Head of the Department of the Zilla Parishad.	Chief Executive Officer ..	..
Class III—				
(1) Recruited by the concerned selected committee (Ministerial staff).	(a) All punishments except removal and dismissal.	Head of the Department of the Zilla Parishad.	Chief Executive Officer ..	..
	(b) Removal and Dismissal	.. (i) Deputy Chief Executive Officer for ministerial staff. (ii) Head of the Department for others.	Chief Executive Officer ..	..
(2) Recruited by the concerned selection Committee (Non-ministerial).	(a) All punishments except reduction, removal and dismissal.	Head of the Department of the Zilla Parishad.	Chief Executive Officer ..	..
	(b) Reduction, Removal and Dismissal.	Chief Executive Officer ..	State Head of the Department concerned.	..

ANNEXURE 'E'—(Contd.).

1 Class of Personnel	2 Nature of Punishment	3 Authority empowered to pass initial order	4 Appellate Authority	5 Revisionary Authority
Class II—				
	(a) Minor Punishments :— Warning, reprimand, caution, censure, withholding or stoppage of increments without effect on future increments recovery of loss and fine.	Chief Executive Officer	..	State Head of Government
	(b) Stoppage of increments with effect on future increments (also, suspension pending enquiry).	Regional Head of Government Department or Divisional Commissioner.	State Head of Government Department or Divisional Commissioner (Only for items of punishment italicised in Column 2).	Government
	(c) Withholding of promotion, reduction and suspension.	State Head of Government Department or Divisional Commissioner.	State Head of Government Department if from Divisional Commissioner).	Government
	(d) Removal or Dismissal	.. Government	..	..
Class I —				
	(a) Warning, reprimand, caution, censure, withholding or stoppage of increments without effect on future increments recovery of loss and fine.	State Head of Government Department or Divisional Commissioner.	Government	..
	(b) All other punishments	.. Government	..	..
Chief Executive Officer	All punishments	.. Government (subject to existing rules).	..	..

ANNEXURE 'F'

SAMPLE STUDY OF THE STAFFING PATTERN OF THE PROPOSED ZILLA PARISHAD AND THE TALUK DEVELOPMENT BOARD IN BELGAUM DISTRICT.

NOTE

1. The information about the staff working in the various Development Offices in Belgaum District has been obtained. The existing strength of the various categories of posts in these offices is shown in Statement I. The staffing pattern for the proposed Zilla Parishad has been worked out on an *Ad hoc* basis somewhat on the lines of the report of the Committee on Democratic Decentralisation, Government of Maharashtra. Charts showing the proposed staffing pattern of the Zilla Parishad and Taluk Development Board are appended in Statements I—IV. About 80 per cent of the existing strength of the several Departments has been pooled leaving the remaining 20 per cent of the staff for carrying out the duties not covered by the Zilla Parishad. There are two P.W.D. Divisions in Belgaum District. The staff of one division has been drawn upon for the Zilla Parishad's work and the other division is attending to the work of a State-wide category such as State and National High ways, being irrigation projects, etc. Similarly, the Civil Hospital at the district headquarters and special schemes like National Malaria Eradication scheme have been left out. The statements showing the staffing pattern given in the accompanying statements is only an illustrative and not exhaustive.

2. A person from I.A.S. Senior grade with sufficient experience in development work may be appointed as Chief Executive Officer of the Zilla Parishad. If required number of persons are not available senior officers of the M.A.S. may be considered. Similarly for the Finance Department, a Chief Accounts Officer, Class I in the grade of Rs. 590-900 has to be appointed on deputation from the Accountant General's establishment. The expenditure on his pay, etc., is proposed to be met out of the savings effected due to reduction in the other staff, etc.

3. It is possible to effect a total saving to the extent of 10 per cent of the existing cost on the establishment by poling the staff of the various departments and distributing it in the various branches in the Zilla Parishad and the Taluk Development Board as detailed

in accompanying statements. The following are some of the items of savings :—

(i) An *ad hoc* reduction in the posts of clerks, typists and Class IV servants, wherever there is overlapping.

(ii) Abolition of the posts of Deputy Block Development Officers, Social Education Organisers, Mukhya Sevikas, Gramasavikas and Animal Husbandry Extension Officers. The posts of Gramsevakhs have also been reduced from 10 to 8 per Block.

(iii) In Multi unit blocks, where the posts of Deputy Block Development Officers are proposed to be abolished, there will be an assistant Block Development Officer in the grade of a Deputy Tahsildar to assist the Block Development Officer in the day-to-day administration, thus enabling the Block Development Officer to carry on intensive touring, etc.

(iv) There are 39 Assistant Deputy Educational Inspectors in the Belgaum District. The Senior A.D.E.I. will be kept at the Zilla Parishad in charge of the Social Education Branch. Out of the remaining 38 A.D.E.Is., 20 have been proposed to be kept at the Block level at the rate of 2 per Taluka, rendering the 18 posts of A.D.E.Is. surplus. The existing sanctioned strength of Social Education Organisers has been merged with Assistant Deputy Educational Inspectors and 4 posts of Extension Officers (Social Education) have been proposed for a Double unit Block. The peons now working under the 38 A.D.E.Is. will be rendered surplus as the A.D.E.Is. will work in the blocks where an *ad hoc* strength of six class IV servants has been proposed for a double unit block.

(v) The P.W.D. division included in the District set up has got 6 sub-divisions working under it at Taluka levels. The 6 Assistant Engineers will be put in charge of 1 or 2 blocks so as to cover to the entire district to control and supervise the extension Officers (Engineering) working in the blocks. Some of the staff under the Assistant Engineers has been dispensed with *e.g.*, Junior Engineers, Draftsman, I Division Clerks, etc. Similar reduction has been proposed in the posts of Auditors.

4. In addition to the above items, there would be a substantial saving due to reduction in the work of the Secretariat, the Regional offices, and the Assistant Commissioner's Offices. The technical and some of the non-technical staff of the defunct District Local Board has already been absorbed in Government Departments. The savings on this staff could also be taken into account while working out the proposed set up.

5. If the above pattern is accepted, it would be necessary to appoint for a period of 6 months a Special Officer in the Grade of Assistant Commissioner for each Division with suitable staff under him to collect detailed information about the staff working in all the Development Offices in each of the Districts and to work out the District/Taluk set up and to arrive at the exact reduction in expenditure, etc., before the detailed set up for the Zilla Parishad and the Taluk Development Board is finalised.



सत्यमेव जयते

STATEMENT I

Details of Staff which is available for the Zilla Parishad and Taluk Development Board from Normal Department.

Department	Class-I	Class-II	Class-III	Class-IV	Details		Remarks
1	2	3	4	5	6	7	
1. Agriculture (at Dist. Office).	1*	..	26**	3***	*1. Dist. Agri. Officer	1	***Peons .. 3
					**1. Head Clerk and	1	
					Sr. Accountant.		
					2. I Dn. Clerks ..	2	
					3. II Dn. Clerks ..	7	
					4. Technical Staff ..	16	
						26	
<hr/>							
(At Taluk Level) ..	..	..	51**	13***	**1. Seed Farm Manager.	5	***1. Spraying Attendants. 2
					2. Asst. Sugar Cane ..	2	2. Bullockmen .. 5
					Development Officer).		3. Watchmen .. 5
					3. Agri. Demonstrators.	4	4. Kamadar .. 1
					4. Supervisor ..	1	13
					5. Plant Protection Assistant.	1	

6. Field Assistants ..	29
7. Field men ..	5
8. Demonstration Mentrics.	2
9. II Dn. Clerks ..	2
	<hr/>
	51

2. Animal Husbandry	..	1*	4**	3***	*1. Divisional Veterinary Officer.	1
					**1. I Dn. Clerk ..	1
					2. II Dn. Clerks ..	2
					3. Typist ..	1
						<hr/>
						4
					***1. Peons ..	2

Taluk Level	..	..	95*	53**	*1. Veterinary Officers	15
					2. Stockmen ..	37
					3. Compounders ..	30
						<hr/>
					4. Dressers ..	3
					5. Lab. Assistant ..	1
						<hr/>
						95
					**1. Attendants in the Vet. Dept.	55

Tq. Devt. . Bd.

STATEMENT I—contd.

<i>Department</i>	<i>Class-I</i>	<i>Class-II</i>	<i>Class-III</i>	<i>Class-IV</i>	<i>Details</i>	<i>Remarks</i>
1	2	3	4	5	6	7
Special Schemes	..	..	12*	13**	*1. Veterinary Officer 2. Stockmen .. 3. Poultry Assistant .. 4. Milk Recorder ..	1 9 1 1
						12
					***1. Jeep Driver .. 2. Attendants .. 3. Poultry Attendants. 4. Messengers ..	1 8 2 2
						13
3. Building and Communication Department.	1*	1*	4(3)**	6***	*1. Executive Engineer **1. P.A. to Executive Engineer. ***1. Jr. Engineers .. (4+4). 2. Supervisors (3) .. 3. Office Superintendent.	1 1 8 3 1
						*** Pans 6

STATEMENT I—contd.

Department	Class-I	Class-II	Class-III	Class-IV	Details	Remarks
1	2	3	4	5	6	7
Special Minor Irrigation.	..	1*	8**	..	*1. Assistant Engineer	1
					**1. Junior Engineer ..	1
					2. Supervisors ..	4
					3. I Dn. Clerk ..	1
					4. II Dn. Clerks ..	2
						8
5. C.D.P.—	1	8	116	45		
(a) Dist. Office ..	..	3*	13**	4***	*1. Dist. Development Asst.	1
					2. Dist. Social Education Officer.	1
					3. District Social Welfare Officer.	1
						3
					**1. Accountants (IP. + IT).	2
						***Peons 4

2. I Dn. Clerks	..	5
3. II Dn. Clerks	..	3
4. Typists	..	3
	—	—
		13

(b) Taluk Level

	19*	551**	164***		***I. Peons	98
*1. Block Dev. Officers	10				2. Cooks	.. 17
2. Dy. Block Dev. Officers.	9				3. Jeep Drivers	.. 13
	10				4. Ward Servants	.. 12
	—				5. Sweepers	.. 6
**1. Extn. Officer (Agri.)	17				6. Watchman	.. 5
2. Extn. Officer (Co-op).	13				7. Kitchen Servants	.. 17
3. Extn. Officer (Eng.)	26				Maid Servant	.. 1
4. Extn. Officer (Panchayat).	8				8. Dressers	.. 4
5. Extn. Officer (Industries).	9				9. Chowkidar	.. 1
6. Social Edn. Organi- sers.	13					164
7. Mukhya Sevikas	.. 13					—
8. Gramasevaks	.. 168					—
9. Gramasevikas	.. 27					—
10. Accountants	.. 9					—
11. Progress Assistant	8					—
12. First Dn. Clerks	.. 18					—
13. Second Dn. Clerks	.. 44					—
14. Typists	.. 15					—
15. Midwives	.. 9					—



सत्यमेव जयते

STATEMENT I.—*contd.*

Department	Class-I	Class-II	Class-III	Class-IV	Details	Remarks
1	2	3	4	5	6	7
(b) Taluk Level						
					16. Social Welfare Inspectors.	10
					17. Mustering Karkuns.	58
					18. Compounders ..	25
					19. Ayurvedic Practitioners.	25
					20. Dais ..	4
					21. Hospital Superintendents.	17
					22. Organisers for Women Welfare Centres.	12
					23. Tailoring Instructors.	3
					451	
Temporary Schemes	36*	19**	*1. Supdts. of Hostels 2. Organisers .. 3. Conductress .. 4. Teacher .. 5. Craft Instructors .. 6. Asstt. ..	**1. Cooks 2. Kitchen Servants.
						10 9 19 —
						36

6. Co-operation (including Industrial) Dist. Level.	1*	12**	8***	*1. A.R.C.S. **1. D.C.O.	..	1	**1. Peons 2. Dafferi 3. Watchman	..	6
				2. A.D.C.O. (1 ÷ 1)	..	1		..	1
				3. Inspector	..	2		..	1
				4. Sr. Inspector	..	1		..	—
				5. Head Clerk	..	1		..	8
				6. Second Dn. Clerks	..	5		..	—
				7. Typists	..	1		..	—
						12			

Do (Audit)	1*	7**	2***	*1. Spl. Auditor **1. Sub-Auditor	..	1	**1. Peons	..	2
				2. Jr. Auditor	..	1			
				3. I Dn. Clerks	..	1			
				4. II Dn. Clerks	..	3			
				5. Typist	..	1			
						7			

Taluka Level	..	16*	2**	*1. Land Valuation Officer.	..	3	**Peons	..	2
				2. Inspectors	..	2			
				3. Supervisors	..	3			
				4. Sale Officers	..	4			
				5. Process Servants	..	4			
						16			

STATEMENT I.—*contd.*

<i>Department</i>	<i>Class-I</i>	<i>Class-II</i>	<i>Class-III</i>	<i>Class-IV</i>	<i>Details</i>	<i>Remarks</i>
1	2	3	4	5	6	7
Taluka Level	..	..	29*	13**	*1. Auditors .. 10 2. Sub-Auditors .. 9 3. Jr. Auditors .. 4 4. Second Dn. Clerks 6	**Peons .. 13
					29	
7. Industries District District Level	..	1*	7**	3***	*1. Asstt. Director .. 1 **1. Sr. Industrial Supervisors .. 1 2. Jr. Supervisors .. 1 3. I Dn. Clerk .. 1 4. Dnt. Indt. Auditors 1 5. Second Dn. Clerks 2 6. Typist .. 1	***Peons .. 2 Watchman .. 1 3
At Taluka Level	..	3	36	11		
Regular		
Temporary	12	2		
	..	4	55	16		

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STATEMENT 1.—*contd.*

Department	Class-I	Class-II	Class-III	Class-IV	Details	Remark
1	1	3	4	5	6	7
10. Fisheries	..	..	3*	7**	*1. Asstt. Supdt. of Fisheries. 2 Asstt. Inspectors Fisheries.	**Peon .. 1 Watchmen .. 3 Fishermen .. 3 — 7
11. Medical Dept.	..	..	31*	..	*S. M. P.	In addition there are 6 Grant-in-aid Institutions, e.g., K.H.L., etc., receiving grants from State.
12. Public Health Department.	1*	14**	16***	..	*Dist. Health Officer .. 1 **1. Nursing Supervisor 2: Sr. Health Inspectors 3 3. F. P. Social Worker 1 4. Head Clerk .. 1 5. First Dn. Clerk .. 3 6. Second Dn. Clerks 5 7. Vaccinators .. 4 8. Typists .. 1 — 19	***Drivers .. 2 Peons and Attendants. .. 14 — 16



STATEMENT I.—contd.

Department	Class-I	Class-II	Class-III	Class-IV	Details	Remarks
1	2	3	4	5	6	7
14. Publicity Dept.	1*	2**	* Cinema Operator .. 1 ** Driver 1 .. Cleaner cum 1 .. Peon. — 2 —	
15. Revenue	800*	..	* 1. Talathi .. 280 2. Secretaries of 520 Village Pancha- yats. 800	
16. Horticulture	..	1*	4**	2***	* Asstt. Director of Horticulture. 1 *** Peon .. 1 ** Field Assistants .. 3 II Dn. Clerks .. 1 5 — 2 —	Spray Attenders .. 1 2 —
Schemes Staff	7*	2**	* Agtl. Demonstrators 3 Field Assistants .. 4 7 —	** Malis .. 2

17. Soil Conservation

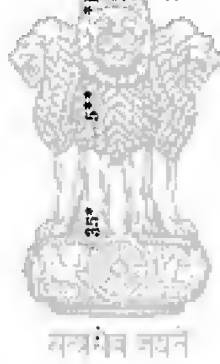
..	1*	9**	3***	*1. Sub-Divisional Soil Conservation Officer	1	***Peons	..	3
				**1. Agr. Demonstrator	1			
				2. Asstt. Draftsman	1			
				3. Tracers	2			
				4. Accountant	1			
				5. I Dn. Clerk	1			
				6. II Dn. Clerks	2			
				7. Typist	1			
					9			

At Taluka Level

..	35*	5**	*1. Agr. Demonstrators	5	**Peons	..	5
			2. Agr. Assistants	25			
			(100-200).				
			3. Agr. Assistants	5			
			(80-150).				
				35			

Special Schemes

..	14*	2**	*1 Agr. Demonstrators	2	**Peons	..	2
			2. Agr. Assistants	10			
			3. Tracers	2			
				14			



STATEMENT I.—*contd.*

<i>Department</i>	<i>Class-I</i>	<i>Class-II</i>	<i>Class-III</i>	<i>Class-IV</i>	<i>Details</i>	<i>Remarks</i>
1	2	3	4	5	6	7
18. Statistical Dept.	..	1*	4**	2***	*Dist. Statistical Officer.	1 ***Peons
					**Sr. Assistant	1
					Typist	1
					Field Asstt.	2
						4
Special Schemes	..		6*		*1. Jr. Statistical Assts.	2
					2. Enumerator	1
					3. P. T. Investigators	3

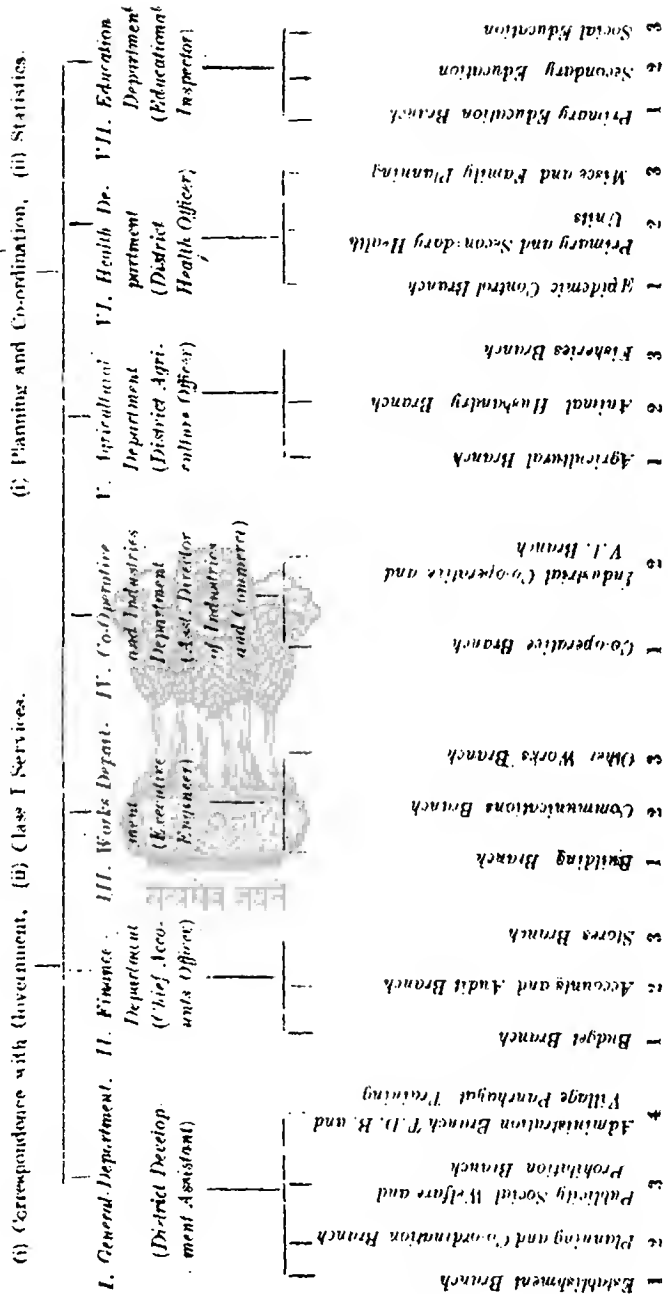


STATEMENT II.

STATEMENT INDICATING THE NEW ADMINISTRATIVE ORGANISATION FOR THE ZILLA PARISHAD AND THE TALUKA DEVELOPMENT BOARDS.

ZILLA PARISHAD ADMINISTRATION.

President Vice President--Chief Executive Officer.



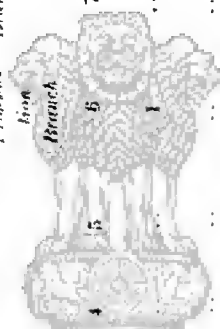
GENERAL ADMINISTRATION DEPARTMENT.

Head of the Department: 1 District Development Assistant (M.A.S. Class I).

Scale Rs. 350—25—650—30—800.

No. of posts sanctioned for each branch

Sl. No.	Service and Grade	Designation	Estt. Branch	Parishad Branch	Public Welfare and Social Branch	Publicity Branch	Planning Co-ordination and Statistical Branch			Records Branch	Registry	Remarks
							4	5	6			
1	2	3										
1.	Class II—250—20—350—25—500.	District Social Welfare Officer.			1							
2.	Do	Dist. Statistical Officer							1			
3.	Class III—22—10—300.	District Inspector of Prohibition and Excise.			1							
4.	Do 140—5—150—8—190—10—320	Publicity Officer			1							
5.	Do 110—5—150—6—180—10—220.	Accountant	1									
6.	Do 150—8—190—10—270.	Senior Statistical Assistant.										
7.	Do 110—5—150—6—180—10—220.	First Dn. Clerk	2	1	1							



FINANCE DEPARTMENT.

Head of the Department :—(1) Chief Accounts Officer (Class I) Rs. 590—20—830—35—900.

Sl. No.	Service and Grade	Designation of the Post	No. of posts sanctioned for the branches				Remarks	
			Accounts branch	Budget branch	Audit branch	Outside Audit branch	Store branch	Registry
1	2	3	4	5	6	7	8	9 10
1.	Class III—220—10—320—15—Accounts Superintendent—* —440.	Accounts Superintendent deut.	1	..	..	..	..	.. *
2.	Class II—275—20—375— 275—600.	Special Auditor **	..	..	..	1	..	..
3.	Class III—180—10—320 ..	Stores Superintendent	..	..	..	..	1	..
4.	Do 120—5—150—8— 190—10—240.	Head Clerk	..	..	..	..	..	..
5.	Do do ..	Auditors	..	..	2	2	..	..
6.	Do 80—150 ..	Junior Auditor	..	..	1	..	..	..

7.	Do	110—220	..	F. D. C.	..	3	3	1	1	1	..	..
8.	Do	80—150	..	S. D. C.	..	3	..	1	1	1	2	..
9.	Do	50—150	..	Typists	..	..	..	..	..	..	2	..
10.	Class IV—	50—1—60	..	Peons	..	..	..	..	..	..	7	..
						9	4	3	5	3	11	..

* In charge of Accounts Branch and Budget Branch.

** In charge of Audit Branch and outside Audit branch.

PUBLIC WORKS DEPARTMENT.

Head of the Department :—(1) Executive Engineer (Class I) Rs. 600—40—1,000.

Service and Grade	Designation of Post	Number of posts sanctioned for branches							Total	Remarks
		Technical branch	Administrative branch	Stores branch	Mechanical and Electrical branch	Registrary				
1	2	3	4	5	6	7	8	9		
1. Class II—300—25—550— 30—700.	P.A. to Executive Engineer.	1*	..	..	..	..	..	..	..	..
2. Class III—200—15—350— 15—375.	Jr. Engrs.	6	..	..	..	..	..	..	..	..
3. Do 150—8—190— 10—320.	Supervisors	2	..	..	..	..	..	..	..	..
4. Do 180—10—320 ..	Office Supdt.	..	1	..	..	..	..	..	..	..
5. Do 150—8—190— 10—320.	Draftsmen	1	..	..	..	..	..	..	..	..
6. Do 110—5—150—6— 180—10—220.	Asst. Draftsman	3	..	..	..	..	..	..	..	..
7. Do 80—3—110—1— 130—5—150.	Tracers	3	..	..	..	..	..	..	..	..
8. Do do ..	Computer	1	..	..	..	..	..	..	..	..
9. Do do ..	II Gr. Store-Keeper	..	..	1	..	..	..	..	..	..
10. Do 110—5—150—8— 190—10—260— 15—320.	I Gr. Steno.	..	1	..	..	..	..	..	..	..

11. Do	80-3-140-4-- 130-5-180,	Typists	..	..	..	..	2	..	..
12. Do	110-5-150-8-- 180-10-220,	F. D. Cs.	..	..	1	..	..	..	..
13. Do	80-3-110-4-- 130-5-150,	S. D. Cs.	..	..	4	..	1	..	..
14. Class IV--	50-1-60	Peons	..	..	..	..	6	..	..
			17	7	1	..	9	34	..

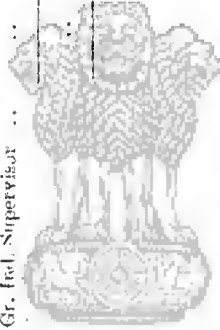
Note:— There are six Sub-Divisions working at Tahsil level. The 6 Asst. Engineers will be placed in charge of one or two taluk Development Boards so as to cover the entire District. Some of the Technical and non-technical staff at present working under these Asst. Engineers will be posted to Taluk Development Boards and remaining will be dispensed with. Kindly vide para 3 (iv) of the note.

CO-OPERATION AND INDUSTRIES DEPARTMENT.

Head of Department:—Asst. Director of Industries and Commerce(Class I) Scale : Rs. 300—25—55—30—700.

Service and Grade	Designation	No. of posts sanctioned for branches					
		Executive branch	Industries branch	Development branch	Admin. branch	Registry	Total
1. Class II— 275—20—375—25—600.	Asst. Registrar C.S.	..	..	1	..	..	..
2. Class III— 120—5—150—8—190—10—240.	Dist. Co-op. Officer	..	..	1	..	..	..
3. Do	.. Asst. do	..	..	1	..	..	..
4. Do	.. Inspector of Co-op. Societies.	..	..	1	..	..	..
5. Do	180—10—320 .. Sr. do	..	..	1	..	..	..
6. Do	150—8—190—10—320 Sr. Indl. Supervisor	..	1	..	..	..	..
7. Do	110—5—150—6—180—F. D. C.	..	..	..	1	..	..
8. Do	10—220.	..	..	..	..	..	..
9. Do	80—2—110—4—130—S. D. C.	..	1	2	..	1	..
10. Do	5—150.	..	..	..	..	..	..
10. Class IV	50—1—60 .. Typists	..	..	..	..	2	..
11. Class III	150—270 .. Peons	..	1	2	1	1	..
12. Do	80—450 .. Dist. Weaving Supervisors	..	..	1	..	..	..
13. Do	150—320 .. Weaving Demonstrators	..	..	3	..	..	..
	.. Technical Asst.	..	..	1	..	..	..

14. Do	150—320	..	Power Loom folker	..	..	1	..	..	..
15. Do	120—240	..	Inspectors	..	..	2	..	..	..
16. Do	110—226	..	Supervisors	..	..	1	..	..	..
17. Do	50—120	..	Handloom Supervisors	..	..	1	..	..	..
18. Do	80—150	..	III Gr. Ind. Supervisor	..	..	1	..	..	..
<hr/>									
					3	20	2	4	29



सत्यमेव जयते

AGRICULTURE DEPARTMENT.

Head of the Department :—(1) District Agriculture Officer Scale Rs. 275—20—375—25—600.

Service and Grade	Designation of the posts	Number of posts sanctioned for branches				Remarks
		Planning and Dev. branch	Admn. branch	Supplies and Accounts	Registry etc.	Total
1. Class III—275—20—375—25—600.	Dist. Vety. Officer ..	1	..	..	..	..
2. Do III—150—8—190—10—270—15—375.	Asst. Supdt. of Fisheries ..	1	..	..	..	..
3. Do 150—8—190—10—270	Head Clerk ..	..	1	..	..	..
4. Do 80—3—110—4—130—5—150.	S. D. C. ..	..	1	1	1	..
5. Do ..	Asst. Inspector of Fisheries.	2	..	..	..	..
6. Do 140—5—170—8—190—10—320.	Foreman Supervisor ..	1	..	..	..	..
7. Do 100—5—150—6—180—10—200.	Bulldozer Operators ..	4	..	..	..	..
8. Do 80—3—110—4—130—5—150.	Asst. do ..	3	..	..	..	..
9. Do 100—5—150—6—180—10—200.	Tractor Drivers ..	2	..	..	..	..
10. Do 70—2—80—3—100—4—120.	Motor Transport Driver ..	1	..	..	..	..
11. Do 55—1—65	Tractor Cleaner ..	1	..	..	..	..

12. Do	55-1-65-2-85	..	Bulldozer cleaners	..	2	..	..	..	..	..
13. Do	do	..	Tractor helper	..	2	..	..	..	..	..
14. Do	80-3-110-4-130- 5-150.	..	Typist	..	1	..	..	..	..	..
15. Class IV	50-1-60	..	Peons	..	7	1	..	1	1	..
			Watchmen	..	3	..	..	..	..	..
			Fishermen	..	3	..	..	..	..	..
					28	3	1	2	34	..

P.R.R.

HEALTH DEPARTMENT.

Head of Department :— District Health Office (Class I)

Scale Rs. 600—40—1,000.

Service and Grade	Designation	No. of posts for each Branch					
		Epidemic control	Development	Administrative	Regis. Hyg.	Total	
1. Class I	Rs. 140—5—150—8—190— 10—250.	3	4	5	6	7	
2. Do	200—15—450	1	1	..	..	..
3. Do	70—2—80—3—110	..	1	..	..	..
4. Do	140—5—150—6—190— 10—220.	..	2	..	..	..
5. Do	110—5—150—6—180— 10—230.	..	1	..	..	..
6. Do	80—3—110—4—130— 5—150.	..	1	1	1	..	
7. Do	70—2—80—3—110—	..	3	..	..	..
8. Do	50—1—60	1	6	..	1	..	
9. Do	50—1—60	..	2	..	..	..
10. Do	80—3—110—4—130— 5—150.	..	..	..	1	..	
		2	17	2	3	24	

EDUCATION DEPARTMENT.

Head of Department :—District Education Officer (Class I).

Rs. 350—25—650—30—800.

Service and Grade	Designation	No. of posts sanctioned for Branches					Remarks	
		Primary Education Branch	Adm. Branch	Secondary Education Branch	Social Education Branch	Registry Total		
1	2	3	4	5	6	7	8	9
1. Class II— 200—10—350 ..	Administrative Officer	1	..	..	..	..	..	..
2. Do II— 250—20—350— 25—500.	Dy. Educational Inspector.	..	1	..	..	..	..	..
3. Class III— 130—5—150—8— 190—10—250.	Asstt. Administrative Officer.	5	..	..	..	..	..	..
4. Do ..	Supervisor	1	..	..	..	..	..	..
5. Do 130—5—150—8— 190—10—250	A. D. E. Is.	..	..	..	1	..	..	..
6. Do 180—10—320 ..	Manager	..	1	..	..	..	..	..
7. Do 180—320 ..	Office Superintendent	..	1	..	..	..	..	..
8. Do 110—5—150—6— 180—10—250.	F. D. Cs.	..	8	..	..	..	..	..
9. Do 80—3—110—4— 130—5—150.	S. D. C. S.	..	5	..	..	2	..	..
10. Do ..	Typist	..	..	..	..	2	..	..
11. Class IV—50—1—60 ..	Peons	..	2	1	1	1	..	..
		6	17	2	2	5	35	..

*Out of 30 existing clerks 29 are proposed to be allotted to the Block Committees.

STATEMENT III.
TALUKA DEVELOPMENT BOARD.

Head of the Office :—Taluka Development Officer (Class II) Rs. 250—500.

Service and Grade	Designation of the post	Number of posts sanctioned for Branches						Remarks
		Adma. Branch	Village Panchayats	Accounts Branch	Planning and Deve. lopment	Registry	Total	
1		2	4	5	6	7	8	9
1. Class III—	Rs. 220—10—320..	1	..	..	..	..	..	..
2. Do III—	150—270 ..	..	..	1	..	..	..	*
3. Do III—	110—220 ..	1	..	..	1	..	..	..
4. Do III—	110—220 ..	..	..	..	1	..	..	..
5. Do III—	80—150 ..	1	1	1	2	1	..	..
6. Do III—	80—150 ..	..	..	..	..	2	..	..
7. Do III—	70—2—80— 3—110.	..	..	..	2	..	..	..
8. Class IV—	.....	..	..	..	..	5	..	..
		..	..	..	..	1*	..	**
Total ..		3	1	2	6	9	20	..

* He will also be in charge of Store Branch.

** Peon of S. W. Inspector.

STATEMENT IV.

EXTENSION STAFF (AS PROPOSED FOR A SINGLE UNIT BLOCK).

Sl. No.	Service and Grade	Designation	No. of posts	Name of Section	Remarks
	Rs.				
1.	200-10-300-15-375	.. E. O. (P. W. D.) Jr. Engineer.	1	Works	..
2.	150-8-190-10-320 ..	Supervisors	1	Works	..
3.	150-10-250-15-400	E. O. (Agr.)	1	Agriculture	..
4.	120-5-150-8-190-10-240	E. O. (Co-op.)	1	Co-operation	..
5.	120-5-150-8-190-10-240	E. O. (Panchayat)	1	Panchayat	..
6.	120-5-150-8-190-10-240	E. O. (Education)	4	Education	.. A. D. E. and S. E. O. S. together.
7.	(a) 100-5-150-6-180 (b) 110-5-150-8-190-10-220	Gramsevak _s	8	Planning	..
8.	80-3-110-4-130-5-180	.. Mustering Clerks	3	Works	..
9.	80-3-110-4-130-5-150	.. Tracers	1	Works	..
Total			21		

Note :- 1. The post of the Animal Husbandry Extension Officer can be abolished.

2. In Taluqa's where there is scope or rural industries, there could be one post of Industries Extension Officer.

3. Gramsevak_s and Mukhyasevikas may be absorbed in the Department of Women's Welfare, when it is set up.

4. There will be one post of Social Welfare Inspector in each Taluqa.

ANNEXURE G.

POWERS OF TALUK DEVELOPMENT BOARD FOR ADMINISTRATIVE SANCTION.

<i>Subject</i>	<i>Powers of Taluka Development Officer</i>	<i>Powers of Taluka Development Board</i>	<i>Powers of Zilla Parishad</i>	<i>Powers of Divisional Commissioner</i>
1. Administrative and financial sanction for schemes or works—				
(a) Non-recurring expenditure for each item.	Rs. 5,000 and below	Above Rs. 5,000 but upto Rs. 50,000.	Above Rs. 50,000 but upto Rs. 1,00,000.	Above Rs. 1,00,000
(b) Recurring expenditure for each item.	Upto Rs. 2,500	Above Rs. 2,500 but upto Rs. 10,000.	Above Rs. 10,000 but upto Rs. 20,000.	Above Rs. 20,000
2. Sanctioning grants for every scheme :—				
(a) Non-recurring expenditure for each item.	..	Rs. 5,000 and below	.. Above Rs. 5,000 but upto Rs. 10,000.	Above Rs. 10,000
(b) Recurring expenditure for each item.	..	Rs. 2,000 and below	.. Above Rs. 2,000 but upto Rs. 5,000.	Above Rs. 5,000

POWERS OF ZILLA PARISHAD FOR ADMINISTRATIVE SANCTION.

<i>Subject</i>	<i>Powers of Chief Executive Officer of the Zilla Parishad</i>	<i>Powers of standing Committee of Zilla Parishad</i>	<i>Powers of Zilla Parishad</i>	<i>Powers of Divisional Commissioner</i>
1. Administrative and financial sanction for schemes or works :—				
(a) Non-recurring expenditure for each item.	Upto Rs. 5,000	.. Above Rs. 5,000 but upto Rs. 50,000.	Above Rs. 50,000 but Rs. 1,00,000.	Above Rs. 1,00,000
(b) Recurring expenditure for each item.	Upto Rs. 2,500	.. Above Rs. 2,500 but upto Rs. 10,000.	Above Rs. 10,000 but upto Rs. 20,000.	Above Rs. 20,000
2. Sanctioning grants for every scheme—				
(a) Non-recurring expenditure for each item.	..	Upto Rs. 10,000	.. Above Rs. 10,000 but upto Rs. 20,000.	Above Rs. 20,000
(b) Recurring expenditure for each item.	..	Upto Rs. 5,000	.. Above Rs. 5,000 but upto Rs. 10,000.	Above Rs. 10,000

SUMMARY OF MAIN RECOMMENDATIONS

<i>Sl. No.</i>	<i>Reference Para No.</i>	<i>Recommendation</i>
1	2.12	The activities of the State should be classified as State Sector and Local Sector activities. The local sector activities should be entrusted for implementation to local bodies at appropriate levels.
2	2.12	There should be an executive body at the district level called the Zilla Parishad with a non-official Chairman in place of the existing District Development Councils. The Zilla Parishad would implement all schemes and works of a district character, guide and supervise the Taluk Development Boards and Panchayats, provide the services of the technical personnel at the district level to the lower bodies and assume over-all responsibility for planning and development in the district.
3	2.13	The constitution of an executive body at the district level should not undermine the importance of the existing Taluk Boards. On the contrary more schemes can be transferred to them for implementation. The Taluk Development Boards could be the agency for implementation of the programmes of the Zilla Parishad.
4	2.15	The existing constitution of the Taluk Boards will have to be changed to provide for a relationship between Panchayats and Taluk Boards.
5	2.17	The taluk should be continued as the unit of developmental administration. There is no need for a Panchayat Samiti for a Community Development Block. No taluk should have more than two Community Development Blocks. Taluks having four Blocks should be split up in such a manner that the area of the taluk is co-extensive with the jurisdiction of two Blocks. Similarly the taluks having three Blocks should be split into two taluks with one and a half Blocks each. Where the Block covers more than one taluk, the entire area covered by the Block should be treated as one taluk abolishing the existing taluks.

Sl. No.	Reference to Para No.	Recommendation
6	2.19	The term of office of members in the Panhayati Raj Bodies should be five years and elections held preferably two or two and a half years prior to (or after) the general elections to the Parliament and State Legislature.
7	3.4	There is need to review the existing grouping of villages and the formation of a separate Panchayat for a revenue village with a population of less than 1,500, specially in Malnad.
8	3.5	Before the next ordinary elections to the Panchayats in the State, Government may direct the Deputy Commissioners of districts to review, in consultation with the Taluk Development Boards and Village Panchayats, the existing grouping of villages with the object of regrouping them considering the factors like geographical contiguity, facility of communication and the physical jurisdiction of the revenue village, or exclude any village from the existing group for the constitution of a separate Panchayat if the circumstances and facts so justify. The powers vested in Government under the proviso to Section 3 may be exercised liberally and Permissions granted freely whenever requests are received for the formation of separate Panchayats for a population of less than 1,500. However, it may be ensured that no separate Panchayat is formed for any revenue village with a population less than 500.
9	3.6	The Deputy Commissioner of the district may be vested with the power to issue notifications declaring a particular area as village. Powers to include or exclude any village, in consultation with the Taluk Board, should also be vested with him.
10	3.7	The strength of Panchayats shall be as follows :— (a) For a population of 500 and more, but not exceeding 1,500 9 Seats (b) For a population of 1,500 and more, but not exceeding 3,000 11 Seats

Sl. No. *Reference*
 to Para No.

Recommendation

- (c) For a population of 3,000 and more, but not exceeding 5,000 .. 13 Seats
- (d) For a population of 5,000 and more, but not exceeding 10,000 .. 15 Seats
- 11 3.8 There should be a provision in the Act for holding of a fresh election, if, for any reason, none of the seats in the Panchayat are filled up in the election and for the appointment of an Administrative Committee or an Administrator if even at this second election, none get elected as members of the Panchayat.
- 12 3.9 If at the fresh election, there are vacancies, the power to co-opt members in the manner prescribed should vest in the Panchayat and not with the Deputy Commissioner.
- 13 3.10 In order to avoid the necessity of mentioning the reasons due to which a vacancy has arisen, the words 'Ordinary Vacancy' and 'Casual Vacancy' could be precisely defined.
- 14 3.12 Section 11(2) (iv) of the Mysore Village Panchayats and Local Boards Act, 1959, may be amended to provide for the disqualification of a member of a Panchayat who absents himself, without leave of the Panchayat, for more than four months from the village or absents himself, without leave of the Panchayat, from the ordinary meetings of Panchayats for a period of three consecutive months.
- 15 3.15 The Gram Sabha of the village shall consist of all persons whose names are included in the list of voters. The Gram Sabha shall meet at least twice in every year to consider the following matters :—
- (a) Annual Statement of accounts and Audit Reports;
 - (b) Report on the administration of the preceding financial year;
 - (c) Programme of work or any new programme not covered by the budget or the annual programme;
 - (d) Proposals for fresh taxation or enhancement of the existing taxes.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
16	3.16	The quorum for Panchayat meetings may be fixed at one-third of the total number of members.
17	3.17	There is no need for statutory representation of the Co-operative Society on the Village Panchayat. The Chairman of the Service Co-operative may be co-opted as a member of the Production Committee of the Panchayat.
18	3.18	The existing definition of octroi may be amended so that the ambiguity caused by the term 'residential area' in the existing definition, could be removed.
19	3.19	The Mysore Panchayats Control of Erection of Building Rules, 1960, may be amended so as to permit relaxation of the conditions prescribed in rule 7 of the said rules in respect of erection, re-erection or enlargement of any building on any site within the village gram-thana. However, in respect of erections in a village extension or lay out, conditions prescribed in Rule 7 may continue to be in force.
20	4.7	Most of the recommendations of the Study Team on Nyaya Panchayat could be accepted. Instead of separate legislation, a chapter on Nyaya Panchayats may be included in the existing Act.
21	4.8	The membership of the Nyaya Panchayat should be restricted to the residents of the village excluding the members of Panchayat. Nyaya Panchayat may be established for Village Panchayat and not as recommended by the Study Team for Nyaya Panchayats, for a group of villages.
22	4.9	Each Panchayat should elect to the Nyaya Panchayat from among the members of the village community five persons who are not less than 30 years of age and are able to read and write the regional language fairly and fluently. From among the five, one seat may be reserved for Scheduled Castes and one for women.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
23	4.10	The term of office of the members of Nyaya Panchayats should expire with the term of office of the Panchayat which elected them.
24	4.11	In regard to civil cases, the upper pecuniary limit of civil jurisdiction may be fixed at Rs. 100 and with the consent of the parties, it may be up to Rs. 500.
25	4.12	The list of offences triable by the Nyaya Panchayat, as recommended by the Study Team on Nyaya Panchayats, could be adopted. However, the Additional District Magistrate of the district may issue by notification the cases triable by Nyaya Panchayats.
26	4.13	The period of limitation, as mentioned in the Indian Limitation Act, would apply in respect of suits and offences.
27	4.14	The following offences under the Mysore Village Panchayats and Local Boards Act should also be triable by the Nyaya Panchayats :— <ol style="list-style-type: none"> (1) Erecting or re-erecting any building without permission. (2) Obstruction and encroachment upon public streets, grazing lands and open sites. (3) Destruction or defacement of any number or sub-number of premises or part thereof. (4) Contravention of the rule. (5) Contravention of the bye-law.
28	4.17	The following offences under the Mysore Compulsory Primary Education Act may be tried by the Nyaya Panchayats :— <ol style="list-style-type: none"> (1) Failure to send the child to an approved school. (2) Employing the child in a manner which prevents it from attending an approved school.
29	5.4	It is desirable that Panchayati Raj Institutions, to the extent feasible, should be small and compact bodies, so that they can function effectively.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>																		
30	5.5	The Taluk Development Board should be partly directly elected and partly indirectly elected body. The indirectly elected members will represent the Panchayats.																		
31	5.6	Indirect elections to the prescribed number of seats in the Taluk Development Board should be from among the members of all the Panchayats in the taluk.																		
32	5.8	<p>The strength of a Taluk Development Board should be determined on the following basis :—</p> <table> <tr> <td>(a)</td><td>For a population not exceeding 60,000</td><td>15 Seats</td></tr> <tr> <td>(b)</td><td>For a population of 60,000 and more but not exceeding 90,000</td><td>17 Seats</td></tr> <tr> <td>(c)</td><td>For a population of 90,000 and more but not exceeding 1,30,000</td><td>19 Seats</td></tr> <tr> <td>(d)</td><td>For a population of 1,30,000 and more but not exceeding 1,75,000</td><td>21 Seats</td></tr> <tr> <td>(e)</td><td>For a population of 1,75,000 and more but not exceeding 2,25,000</td><td>23 Seats</td></tr> <tr> <td>(f)</td><td>For a population of 2,25,000 and above</td><td>25 Seats</td></tr> </table> <p>Out of the total number of members, the number required to form the bare majority shall be directly elected by adult franchise and the rest indirectly elected from among the members of the Panchayats in the taluk. For purposes of direct election, the taluk should be divided into territorial constituencies on population basis and the number of seats determined in each constituency should not be less than 2 and more than 3. For purposes of indirect election, single member territorial constituencies based on population may be formed.</p>	(a)	For a population not exceeding 60,000	15 Seats	(b)	For a population of 60,000 and more but not exceeding 90,000	17 Seats	(c)	For a population of 90,000 and more but not exceeding 1,30,000	19 Seats	(d)	For a population of 1,30,000 and more but not exceeding 1,75,000	21 Seats	(e)	For a population of 1,75,000 and more but not exceeding 2,25,000	23 Seats	(f)	For a population of 2,25,000 and above	25 Seats
(a)	For a population not exceeding 60,000	15 Seats																		
(b)	For a population of 60,000 and more but not exceeding 90,000	17 Seats																		
(c)	For a population of 90,000 and more but not exceeding 1,30,000	19 Seats																		
(d)	For a population of 1,30,000 and more but not exceeding 1,75,000	21 Seats																		
(e)	For a population of 1,75,000 and more but not exceeding 2,25,000	23 Seats																		
(f)	For a population of 2,25,000 and above	25 Seats																		
33	5.9	From among the directly elected category, there should be reservation of seats for women and Scheduled Castes. The number of seats reserved for the Scheduled Castes should bear, as																		

*Sl. Reference
No. to Para No.*

Recommendation

- nearly as may be, the same proportion to the total number of seats in the Taluk Development Board, as the population of the Scheduled Castes in the taluk bears to the total population of the taluk. If the seat so determined is only one in number, reservation shall be from among the directly elected category. If it is two or three, the reservation shall be for one seat from the indirectly elected category. If it is four, it shall be equally divided between directly and indirectly elected categories. The number of seats for women shall not exceed two. If it is one, it will be from directly elected category. If it is two, one is from directly elected category and the other is from indirectly elected category.
- 34 5.10 The Chairman of the Taluk Marketing Society may be an associate member of the Taluk Development Board without voting rights.
- 35 5.11 The President of the Taluk Development Board may be paid an honorarium of Rs. 150 per month and a Fixed Travelling Allowance of Rs. 100 per month.
- 36 6.3 The Zilla Parishad should be a board based body and should be substantially directly elected. There should be one directly elected seat for a population that may range from 35,000 to 50,000 calculated on the following formula.
- 37 6.4 The district shall be divided into electoral divisions with a population ranging from 35,000 to 50,000. In more populous districts, one electoral division may be determined for approximately 50,000 population and in the more thinly populated districts it may be determined for population of 35,000, 40,000 or 45,000, as deemed fit, so however, that the total number of directly elected members, in such a manner, should not be less than 8 and not more than 32 in any district. It may be ensured, however, that the total of the number of the directly elected members and of the Presidents of the Taluk Development Boards will be an odd number.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
38	6.7	The existing districts of Bangalore Urban and Bangalore Rural may be merged into one.
39	6.9	Members of Parliament and State Legislature should not be members of Zilla Parishads and Taluk Development Boards. If, however, it is still felt that they should be connected with these bodies, they may be associate members without right to vote or hold office.
40	6.10	President of the District Central Co-operative Bank may be associate member of the Zilla Parishad.
41	6.11	There is no need for representation of municipalities on the Zilla Parishad. However, Zilla Parishad or Taluk Development Board may be empowered to invite Municipal Presidents to attend their meetings to discuss matters of mutual interest.
42	6.12	The President of the Zilla Parishad may be paid an honorarium of Rs. 500 per month and he should be entitled, without payment of rent, to the use of a moderately furnished residence throughout his term of office or in lieu of such residence, a house allowance at such rate as the State Government may determine by general or special order.
43	6.13	The Vice-President of the Zilla Parishad should be paid an honorarium of Rs. 300 per month.
44	6.14, 6.15	The Deputy Commissioner of the district may not be either a member of the Zilla Parishad or its Chief Executive Officer. He could be utilised by the State Government for other purposes, such as the co-ordination and implementation of State sector schemes of the Government. Being the eyes and ears of Government at the district level, Government could utilise him to obtain independent reports on the manner in which the Panchayati Raj institutions are functioning in the districts.
45	7.1	The duties and functions of Panchayati Raj bodies should be so defined that as far as possible no confusion or overlapping occurs and that there is no unnecessary duplication of duties or shifting of responsibilities from one to other.

<i>Sl. No.</i>	<i>Referenced to Para No.</i>	<i>Recommendation.</i>
46	7.2	The functions of State character can also be entrusted to these bodies on an agency basis for implementation unless there are special reasons for not doing so.
47	7.3	There is no need to divide the functions of Panchayats into obligatory and discretionary. The Village Panchayat will, in general, be responsible for making reasonable provision in regard to matters pertaining to sanitation and health, public works (including amenities), agriculture, animal husbandry, welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes. Schemes of higher tier bodies that a Panchayat is competent to implement, will be transferred to it for implementation on an agency basis. It may perform such other functions as may be entrusted to it as for example functions mentioned in Sections 44, 45 and 46 of the existing Act.
48	7.4	<p>The Panchayat may have the following Committees :—</p> <ol style="list-style-type: none"> (1) A Production Committee for performing functions relating to agricultural production, animal husbandry and industries. (2) A Committee for the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes for performing functions relating to : <ol style="list-style-type: none"> (a) promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and other Backward Classes ; (b) protecting them from social injustice and all other forms of exploitation. (3) An Amenities Committee to perform functions in respect of Education, Public Health, Public Works and rest of the functions of the Panchayat.
49	7.5	Each Committee shall consist of not less than three and not more than five members including the Chairman who is <i>ex-officio</i> member and Chairman of all these Committees.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
50	7.6	Each such Committee shall be competent to co-opt members of Farmers' Clubs, Melida Mandals, Yuvak Clubs and other similar bodies.
51	7.7	The functions of the Chairman of the Village Panchayat may be specifically mentioned in the Act.
52	7.8	The Panchayats may also make provision for carrying out within the village any other work or measure which is likely to promote the health, safety, education, comfort, convenience, social or economic well-being of the inhabitants of the village.
52A .	7.11	In respect of Primary Education which should be entrusted to Zilla Parishad, the Taluk Development Boards should be delegated with powers relating to supervision, location of Primary Schools, administrative control over staff, transfers within the taluk, etc.
53	7.10	There is no need to classify the functions of the Taluk Development Board into obligatory and discretionary.
54	7.13	One of the Committees of the Zilla Parishad should exclusively devote its attention to supervising and inspecting the social welfare work of the Taluk Development Boards to verify whether the grants have been distributed properly, records are built up promptly and the really deserving people benefit from such aid. The District Social Welfare Officer and the Taluk Social Welfare Inspector should be Secretaries of the concerned Committees of the Zilla Parishad and Taluk Development Board respectively.
55	7.14	It should be insisted that all funds received by the Taluk Development Boards should be distributed within two months' period failing which the Executive Officers of the Taluk Development Board should be permitted to distribute funds to avoid lapse of funds.
56	7.15	The Taluk Development Boards would be responsible for implementation of Community Development programmes, and works which

*Sl. Reference
No. to Para No.*

Recommendation

benefit more than one village like inter-village roads, drinking water supply schemes, etc. It would be mainly responsible for the implementation of all Government schemes of a taluk character. It will have many functions to perform in the field of Agriculture, Education, Social Education, Health and Rural Sanitation, Rural Industries, Welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes, Women's and Children's Welfare, Rural Water Supply, Minor Irrigation, Fisheries, etc. It will be responsible for all round economic development in the taluk.

- 57 7.18 The Taluk Development Board may constitute the following Committees by election :—
- (1) The Standing Committee which shall—
 - (a) frame the budget and enumerate policies to be adopted by the Board before submitting to the Board;
 - (b) perform functions pertaining to communication, rural housing, buildings and emergency relief during times of distress;
 - (c) accord financial and administrative sanctions to works and schemes;
 - (d) exercise emergency powers for directing execution or stoppage of any work or the doing of any act which requires the sanction of the Board and the immediate execution or doing of which is, in its opinion, necessary for the health and safety of public and may direct that the expense of executing such work or doing such act shall be paid from the Taluk Board Fund. The Standing Committee shall not act in contravention of any order of the Board.
 - (2) An Education and Health Committee for performing—
 - (a) functions and duties pertaining to education and other literacy and collateral activities as the Board may assign to it;

Sl. Reference
No. to Para No.

Recommendation

- (b) functions relating to public health, hospitals, health centres, sanitation, water supply, vaccination and family planning ;
 - (3) A Committee for the Welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes for performing functions relating to—
 - (a) promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and other Backward Classes ;
 - (b) protecting them from social injustice and all other forms of exploitation ;
 - (c) removal of untouchability.
 - (4) A Production Committee for performing functions and duties pertaining to—
 - (a) Agriculture ;
 - (b) Animal Husbandry ;
 - (c) Co-operation ;
 - (d) Rural Industries ; and
 - (e) Other Amenities Programmes.
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| 58 | 7.20 | The President of the Taluk Development Board may be <i>ex-officio</i> member and Chairman of all the Committees excepting the Education and Health Committee. The Vice-President shall be the member and Chairman of the Education and Health Committee. |
| 59 | 7.22 | The Education Committee may attend to all the functions relating to Primary Education that are entrusted to it by the Zilla Parishad. |
| 60 | 7.23 | All Committees may be reconstituted every two and a half years. |
| 61 | 7.24 | The Taluk Development Board may, with the previous sanction of the Zilla Parishad, incur expenditure on medical, educational or charitable relief within or without its jurisdiction if its finances permit. |
| 62 | 7.25 | The Taluk Development Board may also make provision for carrying out within the Taluk any other work, major scheme or project which is likely to promote the health, safety, education, comfort, convenience or social or |

*Sl. Reference
No. to Para No.*

Recommendation

- economic or cultural well-being of the inhabitants of the taluk or part thereof including Secondary Education, when it is resolved upon by the Taluk Development Board by the votes of not less than two-thirds of the total number of members of the Taluk Development Board.
- 63 7.27 It will be the duty of the President of the Taluk Development Board to exercise administrative supervision over the Taluk Development Officer for securing implementation of resolutions or decisions of the Taluk Development Board or the Committees thereof. He will have powers to call for any information, return, or statement, enter on and inspect any immoveable property. He will have access to the records of the Taluk Development Board.
- 64 7.30 The Chief Executive Officer of the Zilla Parishad may write the confidential report of the Block Development Officer after obtaining the remarks of the President of the Taluk Development Board on the work and performance of the Block Development Officer.
- 65 7.31 The designation of the Block Development Officer may be changed as Taluk Development Officer.
- 66 7.32 The Taluk Development Officer shall exercise such power of supervision and control over the officials serving with the Taluk Board as may be delegated to him by the Chief Executive Officer of the Zilla Parishad. He will exercise other powers relating to the administration of the Taluk Development Board.
- 67 7.33 Schemes and works which are beyond the capacity of the Taluk Development Board to implement or are concerned with more than one taluk should be entrusted to the Zilla Parishad.
- 68 7.34 Responsibility for administration and management of Primary Education should vest with the Zilla Parishad.
- 69 7.36 Responsibility for administration and management of Secondary Education should vest with the Zilla Parishad.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
70	7.37	Such of the activities that are proposed to be transferred to the Zilla Parishads should be accompanied by delegation of adequate powers, resources, finances and administrative personnel.
71	7.38	<p>The Zilla Parishad will prepare the development plan for the district and will co-ordinate and integrate the development schemes of all the lower tier bodies. The important functions of the Zilla Parishad would be as under :—</p> <ol style="list-style-type: none"> (1) To promote all measures calculated to increase agricultural production and specially to popularise the use of agricultural implements and the adoption of improved agricultural practices ; (2) Opinion and maintenance of Seed Farms ; (3) Establishment and maintenance of Taluk Veterinary Hospitals and Dispensaries excluding District Veterinary Hospitals ; (4) Promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and other Backward Classes ; (5) Construction, maintenance and repairs of major district roads, other district roads and bridges on these roads ; (6) Maintenance of Taluk Headquarters Dispensaries and other hospitals and dispensaries excluding Civil Hospital in the district and such other hospitals which are comparable to Civil Hospitals ; (7) Improvement and extension of village sites ; (8) Construction, renovation and maintenance of Minor Irrigation tanks with an atchkat not exceeding 250 acres. (9) Promotion of Rural and Cottage Industries ; (10) Registration of Co-operative Societies whose working capital does not exceed Rs. 5.00 lakhs each and whose jurisdiction is less than the district ; (11) Promotion and extension of all types of Co-operative Societies ; (12) Establishment and supervision of Primary Schools ;

*Sl. Reference
No. to Para No.*

Recommendation

- (13) Establishment, management and supervision of Secondary Schools ;
- (14) Development of Fisheries in Minor Irrigation tanks vested with the Zilla Parishad.

72 7.40 The Zilla Parishad may have the following Committees :—

- (1) A Committee on Finance and Audit to perform the functions relating to the finances of the Zilla Parishad, framing of budgets, scrutinizing proposals for increase of revenue, examination of receipts and expenditure statements, consideration of all proposals affecting finances and general supervision of the revenue and expenditure of the Parishad ;
- (2) A production Committee for performing functions relating to agricultural production, animal husbandry, irrigation, soil conservation, contour bunding and reclamation, village and cottage industries, co-operation and small savings scheme ;
- (3) An Education Committee for performing functions and duties specified and any other functions pertaining to education and other literary and cultural activities as the Zilla Parishad may assign to it ;
- (4) A Public Works and Health Services Committee for performing functions relating to communications, buildings, rural housing, minor irrigation, relief against natural calamities, health services, hospitals, water supply, family planning, etc. ;
- (5) A Committee for the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes for performing functions relating to (a) promotion of educational, economic, social, cultural and other interests of the Scheduled Castes, Scheduled Tribes and other Backward Classes, (b) protecting them from social

Sl. Reference
No. to Para No.

Recommendation

injustice and all other forms of exploitation, (c) amelioration of Scheduled Castes, Scheduled Tribes and other Backward Classes, and (d) removal of untouchability.

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| 73 | 7.42 | The President of the Zilla Parishad shall be the <i>ex-officio</i> member and Chairman of all the Committees excepting the Education Committee. The Vice-President shall be the member and Chairman of the Education Committee. |
| 74 | 7.43 | The Education Committee will perform all functions pertaining to Primary and Secondary Education excepting those that are reserved with the Director of Public Instruction or the State Government. |
| 75 | 7.44 | The Chief Executive Officer of the Zilla Parishad will be the Secretary of the Zilla Parishad and also of all the Committees. The existing post of District Development Assistant may be designated as Deputy Chief Executive Officer and Assistant Secretary of the Zilla Parishad. The District Officers of the various development departments will function as Joint Secretaries of their departments on these Committees. |
| 76 | 7.45 | The President of the Zilla Parishad will exercise administrative supervision over the Chief Executive Officer for securing implementation of resolutions or decisions of the Zilla Parishad and of any Committee thereof. He will exercise all other powers that are delegated to him by the Zilla Parishad. |
| 77 | 7.48 | <p>The following administrative powers may also be exercised by the Zilla Parishad :—</p> <ol style="list-style-type: none"> (1) to incur on educational or medical relief outside its jurisdiction if finances permit ; (2) to provide for carrying out of any work or measure likely to promote the health, safety, education, comfort, convenience, or social or economic or cultural well-being of inhabitants ; |

*Sl. Reference
No. to Para No.*

Recommendation

- (3) to contribute to associations at National, State or Inter-State levels concerned with the promotion of local Government and to exhibitions, seminars, conferences within the district and related to the activities of Village Panchayats, Taluk Development Boards and Zilla Parishads; and
 - (4) render financial or other assistance to any person for carrying on in the district any activities which are related to any of the functions of these bodies.
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| 78 | 7.50 | The Chief Executive Officer of the Zilla Parishad shall exercise supervision and control over the officers and officials holding office under the Zilla Parishad in matters of executive administration and those relating to accounts and records of the Zilla Parishad. He will also exercise other powers relating to the administration of the Zilla Parishad. |
| 79 | 8.8 | House tax may be levied by the Panchayat on the basis of the capital value instead of the rental value. |
| 80 | 8.9 | A panchayat may levy a fee for grazing cattle on the grazing land vested in the Panchayat and a special sanitary cess upon private latrines, premises or compounds cleaned by the Panchayat agency. |
| 81 | 8.10 | Where factories provide all amenities in the factory area, the Panchayat may arrive at an agreement with any factory, with the sanction of the State Government, to receive lumpsum contribution in lieu of all or many of the taxes levied by the Panchayat. |
| 82 | 8.11 | Panchayats may also receive from other institutions lumpsum contribution in lieu of the taxes to be levied by them. |
| 83 | 8.12 | The levy of a duty on transfer of immoveable property in the shape of an additional stamp duty by the Taluk Development Boards should be made obligatory. |
| 84 | 8.14 | Instead of levying different cesses like local cess, health cess, education cess, a consolidated cess of 40 nP. in a rupee calculated on the following |

Sl. Reference
No. to Para No.

Recommendation

basis may be levied on all items of land revenue, excise and other items of State and Local Body revenue on which Health Cess is being levied :—

Health Cess	..	9 N.P.
Education Cess	..	19 N.P.
Local Cess on land revenue and where water rate is levied, a cess on water rate	..	12 N.P.

Total	..	40 N.P.
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85. 8.15 The Zilla Parishad may determine within the district the markets for the purchase and sale of animals. The Zilla Parishad may thereafter, determine the markets where the Taluk Development Boards could have the right to levy the tax on animals brought for sale. In all other cases, the right to levy this tax will be with the Zilla Parishad.
- 86 8.16 So far as the cattle fairs managed by the religious institutions or other *ad hoc* bodies are concerned, we would suggest that this matter requires examination by Government early in the light of our recommendation that the income from such fairs should go to Taluk Boards or Zilla Parishads.
- 87 8.19 The Panchayat or the Taluk Development Board or the Zilla Parishad may be empowered to levy a special cess as an addition to the local cess levied by Government. This special cess will be in force for a specified period and the income from this cess will be utilised for specific purposes. The increase in the rate of cess may be determined so however that the rate does not exceed 100 nP. in aggregate.
- 88 8.20 As an addition to the 40 nP. cess leviable by Government, a sum of not exceeding 20 nP. may be levied by each of the Panchayati Raj bodies.
- 89 8.21 Since the burden of the special cess will primarily fall on the agriculturist it is recommended that the Panchayat may levy a surcharge on

Sl. No. *Reference to Para No.*

Recommendation

- house tax or profession tax, as the case may be, so that the incidence of this cess or surcharge falls equally on all sections of the community.
- 90 8.22 A Pilgrim Fee may be levied by the Zilla Parishad. However, the Zilla Parishad may empower the Taluk Development Boards or the Panchayats to levy this fee if, in its opinion, they are competent to provide all facilities to the pilgrims at the time of fairs or festivals.
- 91 9.6 The entire land revenue collection of the year including surcharge, without deduction of any cost of collection should be assigned to the Panchayati Raj bodies in the following manner :—
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|--------------------------|----|-------------|
| Panchayats | .. | 30 per cent |
| Taluk Development Boards | .. | 35 per cent |
| Zilla Parishads | .. | 20 per cent |
- The balance 15 per cent shall be paid into a State Equilisation Fund. This fund is primarily meant for making good any shortfall in the assignment of land revenue as a result of suspension or remission. It may also be utilised for assisting such of the Panchayati Raj bodies which have poorer resources so as to reduce the economic inequalities. The said 15 per cent may be allocated as under :—
- | | | |
|--------------------------|----|------------|
| Panchayats | .. | 5 per cent |
| Taluk Development Boards | .. | 5 per cent |
| Zilla Parishads | .. | 5 per cent |
- 92 9.7 The entire income from the levy of the consolidated cess of 40 nP. in the rupee should be assigned to the Zilla Parishad.
- 93 9.8 Since surcharge on land revenue is only temporary, it is of the utmost importance that steps are taken to complete resettlement operations as early as possible so that the new rates may be made applicable to the entire State without delay. With the permanent increase in the land revenue after the fixation

*Sl. Reference
No. to Para No.*

Recommendation

- of revised rates as per resettlement, the levy of cess at 40 nP. on every rupee would tantamount to an increase of 100 per cent in the rate of cess. Therefore, we recommend that after fixation of revised rates as per resettlement, the rates of cess now proposed at 40 nP. in the rupee may be reduced to 20 nP. in the rupee.
- 94 9.9 The Taluk Development Boards may be paid Rs. 200 per mile of rural roads to be taken over and maintained by them.
- 95 9.10 So far as Primary Education is concerned, we recommend that 85 per cent of the maintenance cost should be borne by the Government and the balance by the Local Bodies. In respect of Secondary Education, the grant may be regulated according to the grant-in-aid rules. So far dispensaries and health units are concerned, Government may give 60 per cent of the maintenance cost and the balance will be borne by the Local Bodies. For Veterinary Dispensaries, Government shall share 75 per cent of the maintenance cost and the balance will be met by the local bodies.
- 96 9.11 Since the financial position of the State would be adversely affected as a result of these recommendations, the matter may be taken up by the State Government with the next Finance Commission for getting suitable aid from Government of India.
- 97 9.12 So far as Class III staff serving under the Panchayati Raj bodies is concerned, the State Government may pay to the Zilla Parishad every year by way of establishment grant a sum equal to 75 per cent of the average annual cost of the salaries and allowances of the Class III posts. The salaries of Class I and Class II staff serving under these bodies may be met by Government. Salaries of the Class IV staff will be met out of the funds of the local bodies.
- 98 9.13 In order to encourage the local bodies to levy the special cess as an addition to the consolidated cess leviable by Government,

*Sl. Reference
No. to Para No.*

Recommendation

matching grants may be sanctioned to these bodies. Since the taxable capacity will vary from district to district and taluk to taluk owing to natural advantages or disadvantages they enjoy or suffer from, the taluks or parts of taluks may have to be classified into different categories. Larger matching grants may be sanctioned to these taluks or part of taluks which are poores, but make effort to raise additional resources by levying the special cess.

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| 99 | 9.14 | The funds available under the Community Development programmes should be pooled at the State level and distributed to the Taluk Boards without reference to the schematic budget. The provision for agriculture and irrigation should be pooled with the corresponding provision in the plan and non-plan schemes of the concerned departments and the total equitably distributed to all the Blocks. These should be an integrated budget both for the Taluk Development Boards and Zilla Parishads. |
| 100 | 9.15 | In order to ensure that grants are distributed to the local bodies without delay, proposals of the Heads of Departments may be obtained in advance along with the departmental budget estimates and provision of 75 per cent of the proposed allotment of each district may be included in the budget with a lumpsum provision to cover the balance 25 per cent for all the districts which may be left to be distributed by the Heads of Departments in their discretion. |
| 101 | 9.16 | The funds of the Zilla Parishad and Taluk Development Boards may be kept in Treasuries. |
| 102 | 9.17 | In the case of Panchayats located far away from the treasury, the institutions may be permitted to retain with them as much of their collections as they need for their current expenditure and remit to or draw from the treasury only occasionally so that the cash retained with them may be neither in excess |

Sl. Reference
No. to Para No.

Recommendation

- nor inadequate for their day to day working. Subject to this condition, there could be no objection to the Panchayats keeping a part of their cash balances in scheduled banks or post offices if that arrangement would be advantageous to them.
- 103 9.19 There would have to be an efficient accounting organisation for each Zilla Parishad not only for watching that the moneys due to these bodies are being collected promptly and in full, but also to see that the claims are scrutinised properly before payment.
- 104 9.21 The audit of Panchayat accounts shall be the responsibility of the Panchayat Extension Officer. The audit of accounts of the Zilla Parishads and Taluk Development Boards may be the direct responsibility of the Controller, State Accounts Department.
- 105 9.24 After the proposed democratic decentralisation, the work of the Accountant General would get considerably reduced as a large number of functions at the district level would be transferred to these local bodies which come under 'Local Funds'. It is in the fitness of things that the Central Government should be requested to bear a share of the expenditure of the organisation.
- 106 10.4 There is no need for the creation of separate Selection Boards either at the State Level or District Level, for recruiting staff for these bodies. Class III staff, both ministerial and non-ministerial, excepting Primary School teachers could continue to be recruited as now by the concerned bodies, viz., the State Public Service Commission, the State Level Recruitment Committee and the Divisional Level Recruitment Committees. The selection of Primary School teachers, should be done at the district level by a Selection Committee consisting of the following :—
- (1) The Deputy Commissioner as Chairman,
 - (2) The Chairman of the Education Committee of the Zilla Parishad, and
 - (3) The District Education Officer.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
107	10.5	The existing local government employees may be absorbed as Government servants and their pay scales equated with the pay scales of similar posts in Government service.
108	10.7	Since by our recommendation to treat all employees in the district as Government servants without any discrimination, the pension bill is expected to go very high, we recommend that the age of retirement for all Class III servants may be raised to 58 and in respect of Primary School Teachers, it should be 60 years.
109	10.9	The Chief Executive Officer of the Zilla Parishad should be an officer of the same rank as the Deputy Commissioner and the posts should be included in the senior time scale of I.A.S., but, if required number of persons are not available, senior officers of the M.A.S. also could be posted as Chief Executive Officer.
110	10.10	The Chief Executive Officer of the Zilla Parishad would be the chief executive of the entire local government administration in the district. The entire staff of the Zilla Parishad will work under his control. He should have considerable powers of disciplinary control over the Class III and Class IV staff. Even in respect of Class II staff, he may be authorised to pass initial orders for minor punishments.
111	10.13	Instead of a Village Accountant-cum-Panchayat Secretary for Grade III Panchayats, there may be a separate Panchayat Secretary for each Panchayat in this category. There could be whole time Panchayat Secretaries for bigger panchayats and part-time Panchayat Secretaries for smaller Panchayats. The Panchayat Secretaries will not be Government servants. Their pay and allowances will be met by the respective Panchayats.
112	10.14	There is need for a uniform staffing pattern under the Community Development programme irrespective of the Stage of the Block.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
113	10.18	The posts of Deputy Block Development Officers are superfluous and could be abolished. In taluks having one or two Blocks, an office Manager of the rank of Taluk Sheristedar could be appointed to relieve the Taluk Development Officer of routine administrative work in the office. In taluks having three or four Blocks, an Assistant Taluk Development Officer in the grade of a Deputy Tahsildar could be appointed to assist the Taluk Development Officer.
114	10.19	The posts of District Development Assistants to the Deputy Commissioners should be filled in partly by promotion of Block Development Officers and partly by the appointment of officers of the local government service of the erstwhile Bombay, Hyderabad and Madras States. Some of the Block Development Officers could be absorbed in the offices of the Deputy Commissioners and Divisional Commissioners as Office Assistants. Those who are rendered surplus could be absorbed as Chief Officers of Municipalities.
115	10.20	The following Extension Officers, viz., of Agriculture, Rural Engineering and Co-operation, could continue at the rate of one per Block as they would have enough work to do.
116	10.21	There may be one Pauchayat Extension Officer for every Block.
117	10.22	The posts of Animal Husbandry Extension Officer may be abolished.
118	10.23	Where there is definite scope for starting Rural Industries, one or two Industries Extension Officer may serve under the Assistant Director of Industries and Commerce in the district. All other posts may be abolished and officials may be absorbed in the Industries and Commerce Department in suitable posts.
119	10.24	The number of Gram Sevaks may be reduced from 10 to 8 uniformly in all the Blocks in the State.
120	10.25	As in Madras State, there should be one State Social Welfare Advisory Board headed either

Sl. Reference
No. to Para No.

Recommendation

by a non-official lady or by a Minister. A separate department for Women Welfare should be created with a Lady Officer as its Director, who would also be the *ex-officio* Secretary of the State Board. In every district, there should be a post of Women Welfare Officer who would be responsible for the entire women and children's programme in the district. The Gram Sevikas and Mukhya Sevikas should be borne on this department and their pay and allowances met by that department. If such a department cannot be set up, the posts of the Gram Sevikas and Mukhya Sevikas may be abolished.

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| 121 | 10.27 | The posts of Social Education Officers may be abolished and they may be absorbed in the Education Department in suitable capacities. |
| 122 | 10.29 | <p>The work of the following departments at the district level may be handed over to the Zilla Parishad according to Rules and Regulations laid down by Government :—</p> <ol style="list-style-type: none"> 1. District Agriculture Officer. 2. District Health Officer. 3. District Social Welfare Officer. 4. One Executive Engineer. 5. District Statistical Officer. 6. Assistant Registrar of Co-operative Societies. 7. The District Education Officer. 8. The Assistant Director of Industries and Commerce. 9. The District Veterinary Officer. 10. The Soil Conservation Officers wherever they are functioning. 11. The District Publicity Officer wherever they are functioning. 12. The departments whose activities may be entrusted by Government to Zilla Parishad. |
| 123 | 10.31 | As a result of the decentralisation of functions, there is scope for reduction of staff at all levels. It will be necessary to work out the various administrative details connected with |

*Sl. Reference
No. to Para No.*

Recommendation

- the organisation of the Zilla Parishads and Taluk Boards. For this purpose, an experienced Assistant Commissioner may be deputed under each of the Divisional Commissioners to work out the details of staff required in respect of all developmental activities to be transferred to the Panchayati Raj bodies.
- 124 10.32 Since the financial activities of the Zilla Parishad and other local bodies would be considerable it is necessary that every Zilla Parishad is given the services of a competent Accounts Officer drawn from the Accountant General's Office. He may be designated as the Chief Accounts Officer and Financial Adviser.
- 125 10.33 There can be a provision in the Act enabling the State Government to withdraw the Chief Executive Officer of any Zilla Parishad, if at a special meeting of the Zilla Parishad not less than two-thirds of the total number of members other than associate members constituting the Zilla Parishad for the time being, vote in favour of such a resolution.
- 126 10.34 The officers of the Zilla Parishad and Taluk Development Board should be delegated with adequate administrative and technical powers of sanction of schemes and works.
- 127 11.5 The essential task of supervision, inspection and guidance is to encourage the institutions to establish sound traditions and promote among officials and non-officials the idea of mutual consultation and co-operation in order to establish healthy conventions of behaviour.
- 128 11.9 Control over the Panchayati Raj Bodies may vest with the State Government exercisable by its officers and the powers of supervision and guidance can vest with the local bodies.
- 129 11.10 The Taluk Development Boards should be primarily responsible for guiding and supervising the activities of Panchayats.
- 130 11.12 The Chief Executive Officer of the Zilla Parishad may inspect the offices of the Taluk Development Boards.
- 131 11.13 The Zilla Parishad may be inspected by the Divisional Commissioner of the Division.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
132	11.14	Budgets of the Panchayati Raj bodies are to be approved by the body at the next higher tier. Such approval by convention should refer to broad allocations and not to details of programme. In order to avoid delay in the approval of the budgets by the higher tier body, the Panchayats and Taluk Development Boards could go ahead with the implementation of continuation schemes and incur maintenance expenditure, which are of routine nature, pending approval.
133	11.21	The Divisional Commissioner may, subject to the control and orders of Government, be the Chief Controlling Authority in respect of all matters relating to the administration of these bodies.
134	11.22	The Deputy-Commissioner of the district may have certain powers exercisable in the event of an emergency or under extraordinary circumstances.
135	12.6	<p>Instead of the existing State Informal Consultative Committee, a State Council for Panchayati Raj may be constituted. This State Council may consist of the following members :—</p> <ol style="list-style-type: none"> 1. Minister for Development as its Chairman. 2. Deputy Minister for Development as its Vice-Chairman. 3. Presidents of all the Zilla Parishads. 4. Three officers to be nominated by the State Government; and 5. Such officer as the State Government may appoint as Secretary of the Council. <p>The functions of the Council could be as follows :—</p> <ol style="list-style-type: none"> 1. to advise the State Government on all general questions pertaining to Panchayati Raj, 2. to review the administration of the local bodies and suggest ways of co-ordination,

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
		3. to suggest ways and means to improve the finances of the bodies and to remove difficulties experienced by them in their administration, and
		4. to report to State Government on such matters as may be referred to it by the State Government for its opinion.
136	12.7	The administration reports of the Zilla Parishads may be laid before the State Legislature.
137	12.8	For the time being, collection of land revenue may be done by the revenue agency. Collection of the House Tax also may be entrusted to the revenue agency.
138	12.9	As the Heads of Development Departments are over-burdened with considerable administrative work like transfers, postings, disciplinary action, etc., it is recommended that the power of transferring Class II officers may be withdrawn from them and reserved with the State Government. Postings of Class III technical personnel could be attended to by a senior officer in the office of the Heads of Development Departments.
139	12.10	At the Secretariat level, to assist the Development Commissioner, a post of Joint Development Commissioner and Additional Secretary to Government may be created. He may be in over all charge of the Community Development and Panchayati Raj administration. A few other posts of officers may also be created.
140	12.16	A specified amount may be reserved in the budget of the Community Development Block to be given as loans or grants-in-aid to the weaker sections of the community. The Panchayats, the Taluk Development Boards, and the Zilla Parishads may earmark a fixed percentage of their funds for the welfare of the weaker sections of the society. Assistance rendered to the weaker sections should be in the form of an economic aid which will enable such members to start a livelihood.

<i>Sl. No.</i>	<i>Reference to Para No.</i>	<i>Recommendation</i>
141	12.17	The Committees of the Taluk Development Board and Zilla Parishad dealing with the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes should be primarily responsible to watch the implementation of all measures designed to benefit the weaker sections of the community.
142	12.25	A comprehensive training programme for the benefit of the non-official functionaries in Panchayati Raj institutions is extremely necessary. Instead of establishing regional training centres, orientation training courses or seminars can be held for the benefit of the members of the Zilla Parishad and Taluk Development Board. Peripatetic training courses could be held for members of the Village Panchayats. The Zilla Parishad may be entrusted with this responsibility.
143	12.27	The Zilla Parishad should be responsible for acquiring lands for village extensions. Government may grant loans for this purpose to the Zilla Parishads.
144	12.29	Since not only the collection of land revenue but also the collection of house tax levied by Panchayats will be the responsibility of the revenue agency, it would not be possible to abolish the posts of Assistant Commissioners. However, since the work of Assistant Commissioners on the development side would be reduced, the posts of Special Land Acquisition Officers (except under the major irrigation projects) may be abolished and the acquisition work attended to by the Assistant Commissioners of Sub-Divisions.